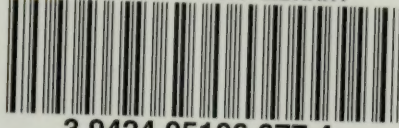


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CHILD LIFE IN TACOMA

A CHILD WELFARE SURVEY

Embracing the Fields of

HEALTH, DELINQUENCY, DEPENDENCY, CLUB WORK

Sponsored and Financed

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ROTARY CLUB OF TACOMA

Directed, Conducted, and Report

Written by

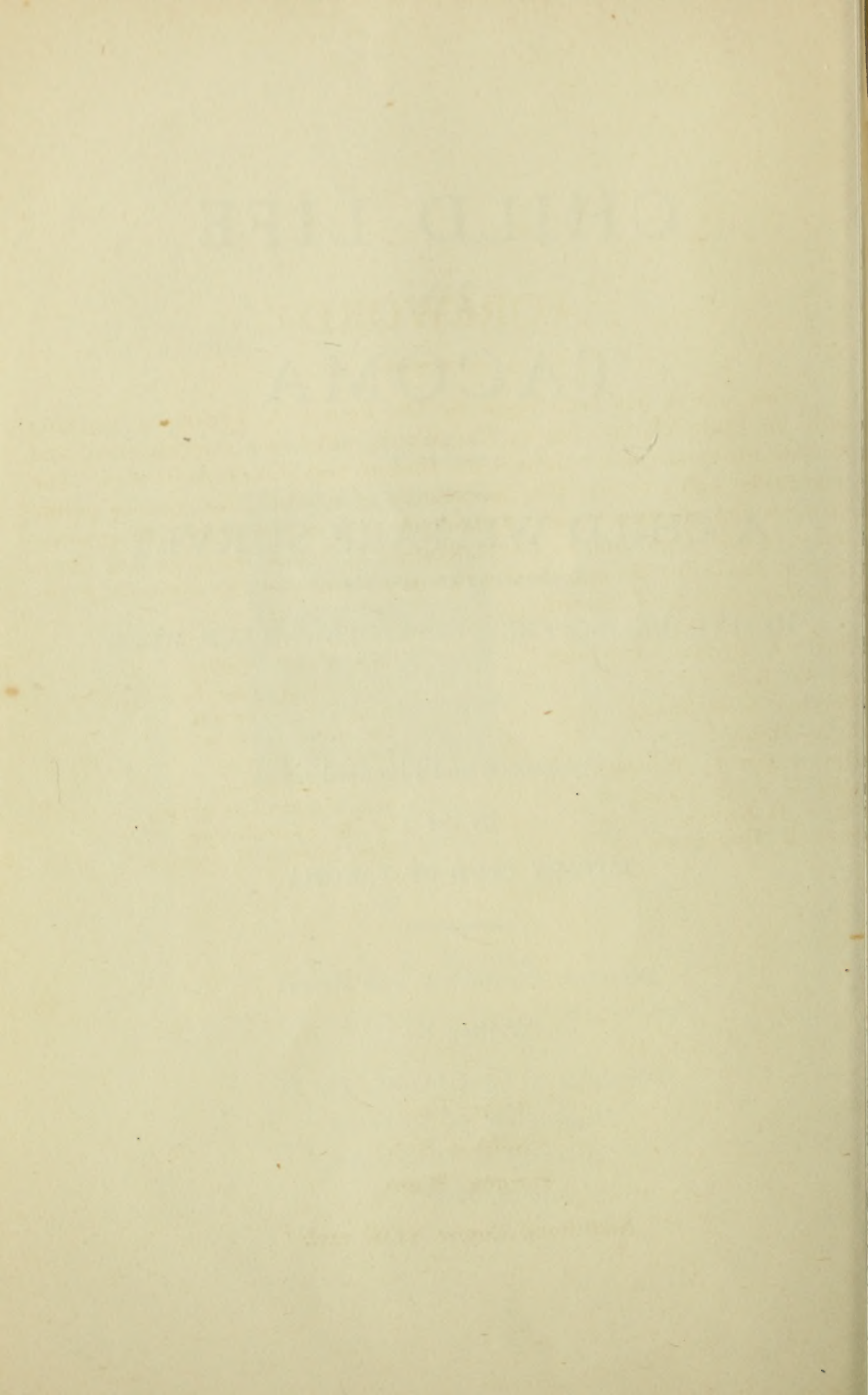
GEORGE A. LUNDBERG, Ph. D.

Department of Sociology

University of Washington

August, 1926

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FOREWORD

This survey has been made by Dr. George A. Lundberg, working with the Child Welfare Survey Committee, which has carefully read and studied the report and approves the finding and recommendations. The committee wants to take this opportunity of thanking the various public officials and all agencies and individuals who so kindly gave their assistance to this work, and to the Federation of Social Agencies and Community Chest for placing their office and records at the disposal of Dr. Lundberg and the Committee.

Harry L. Brown, Chairman
W. W. Kilworth
Beecher A. McKenzie
J. A. McLeod
Rev. Edger C. Wheeler
Mrs. R. A. B. Young
Dr. V. E. Crowe
Scott Z. Henderson

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Mrs. Shelby R. Coates.

Rotary Club
Winthrop Hotel
Tacoma, Wash.

Additional Copies \$1.00 each

LETTER OF TRANSMITTAL

Mr. George A. Guyles, President Rotary Club
Tacoma, Washington.

Dear George:

The Rotary Club of Tacoma has for the past ten years been engaged in child welfare work through its special Boys' Work Committee. Before Rotary went into this work and during the entire time that Rotary has been interested in it, there have been other organizations in Tacoma doing similar work. There has always been the feeling, especially during the last few years among members of the Boys' Work Committee of Rotary that there was a duplication of work by the various organizations and that for the effort and money spent Tacoma was not realizing the best returns, that if this work could be correlated or combined, it might be possible to make an attempt to reach some definite plans and possibly solutions to various phases of the work. We felt that the community spirit of Tacoma was sufficient to produce the proper cooperation and finally after considering the various phases, decided that the only solution was to have a survey of the child life of Tacoma made by some disinterested authority on this work.

The decision was made to have this survey made in cooperation with a committee large enough to be representative of all the organizations but not too large to make it unwieldy. After considering various organizations who might make this survey, we felt that none better existed than our own University of Washington and finally employed Dr. George A. Lundberg of the Department of Sociology to conduct this work. Dr. Lundberg's instructions from the committee were to make a thorough investigation and to point out in his survey the weak spots in our various institutions and work among children.

The report as completed are the findings and recommendations of Dr. Lundberg, working with the Special Survey Committee. Some of Dr. Lundberg's findings were not unanimously approved by the committee but the entire report and findings were approved in all cases by at least a majority of this committee. It was impossible for Dr. Lundberg to cover in his report the good things that a great many of these organizations were doing and the group felt it unnecessary to bring out these points. In fact, quoting Dr. Lundberg's own words, he says, "If I had written all the nice things about Tacoma child life, the report would have been three or four times its present size."

The report, of course, is only a beginning in the real work and the various phases for future research and the findings of the report should be followed and carried forward by some organization or organizations as decided by some representative group. The Rotary Club and in fact all the civic organizations interested in this work felt that this is a report for use of all citizens and welcomes suggestions as to the method of carrying forward this work.

I want to take this opportunity of thanking the members of the various organizations who acted on the Special Survey Committee for their interest in the work and the splendid assistance given Dr. Lundberg.

We hope that this report may in a small way assist in the awakening to and the solution of some of the real problems of child life in Tacoma.

HARRY L. BROWN,

Chairman Special Survey Committee.

W. W. KILWORTH,

Chairman Boys' Work Committee.

PREFACE

The plan followed in this survey has been to employ as far as possible, standardized appraisal forms for different agencies and activities on the basis of which they may be rated and compared to some recognized standard. The absence of any such standards in many fields of social inquiry has made effective surveying very difficult and unreliable. Social surveys hitherto have consisted largely of accumulations of facts gathered in more or less orderly form from annual reports and elsewhere, with little attempt to evaluate these facts on the basis or recognized standards. Facts are of little or no significance except in relation to other facts. In the fields and for the activities where methods of rating have been worked out, the attempt has been made in the present survey to employ these standards instead of using the surveyor's individual opinion as to what ought or ought not to be. Where such standards have not been worked out, an attempt has been made to make the accumulated facts of significance by comparing them with similar facts in other cities. It is on the basis of facts thus considered, that the conclusions have been drawn and the recommendations made.

In the absence of a skilled field staff, it has been necessary to make the appraisal of the agencies and activities here considered, mainly on the basis of the records existing in compiled form and on the basis of information furnished by the persons in charge. It has not been possible to go beyond these records either to check their accuracy or to compile data from original sources, except in some cases. Due to limitations of time, and staff, also, (one worker for 6 weeks) the investigation and appraisal of some of the agencies, especially those dealing with dependents, does not pretend to be exhaustive or complete. In fact the family case working agencies have been omitted entirely, as they are not primarily children's agencies. It has been necessary to confine the survey rather rigidly to children's organizations, except in the consideration of public health, and to touch very lightly on many aspects of child welfare work in order to avoid superficiality on all aspects. Thus, a consideration of the public schools has been omitted almost entirely. For the type of general appraisal contemplated in this survey, however, namely an appraisal of health, delinquency, dependency, and children's club work, it is believed that this procedure has produced the desired results.

While the writer is indebted to a large number of people in the community for their friendly cooperation in connection with the present survey, he is especially indebted to the members of the Survey Committee for their unfailing courtesy, cooperation and help. Particularly is he under great personal obligation to Mr. Walter Leuenberger for placing at the disposal of the surveyor the entire office resources of the Federation of Social Agencies, as well as for innumerable personal courtesies; to Mr. Calvin Schmidt of the University of Washington for directing the drafting of the maps; and to Mrs. Fay T. Catlin, who has given personal assistance of great value in securing data pertinent to certain reports, as well as for assistance in the field work.

GEORGE A. LUNDBERG,

Tacoma, Washington, August 19, 1926.

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INTRODUCTION

Scope and Purpose:

- (a) To determine the general conditions of child welfare in the city.
- (b) To appraise roughly as to adequacy and efficiency the various agencies, institutions, and activities affecting child welfare.
- (c) To thus locate the weak spots, if any, and make recommendations for their correction.
- (d) To recommend topics for further and more intensive inquiry.

A complete survey of child welfare should include an investigation of all the influences, forces, and conditions affecting the child's physical, mental, moral, and spiritual welfare from the point of conception to the age of 21, which is the age at which a person legally ceases to become a child. A survey of this kind, extensive in scope and intensive in method, would be of the utmost significance to a community not only as a thermometer of civic progress and development but as an invaluable guide to programs of civic betterment. In fact, there is perhaps no more reliable or sensitive index to the health of the whole social structure of a community than the conditions of its child life. This does not pretend to be an exhaustive survey of this kind. The limitations of a single investigator in a limited time of six weeks obviously precluded the possibility of an exhaustive inquiry. It was decided therefore, to limit the scope of the inquiry in two ways: (1) To limit the field to the four major aspects of I. Public Health, II. Delinquency, and III. Dependency, and IV. Boys and Girls Club Work; (2) To study these fields by applying to the activities in each, standard measuring sticks in so far as these are available, in order to locate the particular weaknesses most in need of immediate improvement. The idea was to survey the whole field rapidly in order to provide a basis for more intensive future investigations, as well as to provide an intelligent basis for the immediate correction of the more obvious defects. The practical aspects of the survey have been kept in the foreground throughout. In fact some parts of this report were submitted to public officials while the survey was still under way as the basis for recommendations of immediate changes. It is gratifying to note that some of these recommendations have already gone into effect and others are being actively championed by public officials.

SECTION I.

PUBLIC HEALTH

"Infant mortality is the most sensitive index of social welfare and of sanitary improvements which we possess."—Newsholme.

"Infant mortality is to the health officer what the clinical thermometer is to the physician. People who will not take care of their offspring, will not take care of themselves."—Whipple.

1. Agencies

(a) Hospitals

Tacoma General
St. Joseph's
Pierce County
Mountain View Sanatorium
Contagious
*Tacoma Orthopedic Association

(b) Clinics

*Junior Red Cross
Public Clinic (Venereal)
*Chest Clinic
*Baby Clinic (Public Health Nursing Association)

(c) Nursing

*Public Health Nursing Association
Metropolitan Life Insurance Co.—Nursing Service
School Nurses

(d) Educational

*Pierce County Social Hygiene League
Tacoma Pre-School Council
Pierce County Tuberculosis League
Health Committee of Parent-Teachers' Association.

2. General Appraisal of Health Conditions.

As the most satisfactory way of arriving at a rough estimate of general health conditions in the city, the Appraisal Form developed by the American Public Health Association was used as far as possible.** The standing of Tacoma in this appraisal is shown in Chart I.

3. Department of Health

The city is governed by a commission. The board of health, in so far as one may be said to exist, consists of the Mayor, the Commissioner of Public Safety, and the Health Commissioner, the latter being appointed by the Mayor and removable at the pleasure of the Mayor. The food, milk, and meat inspectors are likewise absolutely under the control of the Mayor, the remainder of the staff being under the civil service. The Health Officer receives a salary of \$3000 and devotes only part time to the service.***

*Supported by Community Chest.

**The first edition of the Appraisal Form was used. This form has been approved also by the American Social Hygiene Association, the National Organization for Public Health Nursing, The National Tuberculosis Association, and the National Health Council. Eighty-six cities throughout the United States have been appraised by this standard, thus furnishing a basis for comparison.

***Since this survey was made, a full time health officer has been appointed.

The city of Tacoma spent in 1925 about thirty-five cents per capita on strictly health activities. This excludes expenditures of the Mayor's office and police court, both of which are grouped with health expenditures under department of Public affairs. This is an unusually low per capita expenditure. The Wisconsin Conference of Social Work has set one dollar per capita expenditure, as a reasonable standard.

Public Health authorities agree that there should be a legally appointed board of health or advisory committee, or both, whose duty it should be to give sympathetic consideration to the program of the health department, and to counsel the health officer on matters of policy.*

On the form of Public Health Administration existing in Tacoma as set forth above, the words of Dr. Haven Emerson are pertinent:

"This wholly unsuitable charter provision for dealing with a technical professional public service, exposes the health officer to any or all of the unfavorable influences which partisan politics not infrequently create. Civil service status of the health officer, i. e. appointment on proof of qualifications, and removal only on evidence of incompetence or malfeasance of his office, is indispensable for good administration of the Health Department."

4. Vital Statistics

Cities should give as much attention to their human book-keeping as business concerns do to their records of profits and losses. As will be seen from the chart the situation in the Tacoma Health Department regarding vital statistics is 81% of a reasonable standard. The value of the existing statistics could be much increased from the community standpoint if they were made more available through compilation and publication in the form of an annual report showing trends in vital rates over periods of time. At present deaths are not classified by nativity and color, nor births by nativity of the mother. While there are numerous discrepancies between the statistics of the local health department and those of the State Board of Health, indicating errors in either or both places, the accuracy of the statistics is well within the standards of the United States for Registration Areas of both births and deaths.

5. Communicable Disease Control.

It has been difficult to appraise this department according to the Appraisal Form due to incomplete information on some of the items. A liberal appraisal, however, still shows this department scoring only 65% of reasonable standard efficiency. A more intensive analysis of specific death rates from communicable disease confirms this appraisal, as will be seen from Table I.

Reporting and Record Keeping—The reporting of cases of typhoid, diphtheria, scarlet fever, measles, and whooping cough appears to be satisfactory in all cases except diphtheria, in so far as one may judge from the ratio between deaths and cases reported. The treatment of known cases and the percentage hospitalized is up to a reasonable standard. There is an absence of attempts at correlation of the incidence of disease with other epidemiological information, such as pertain to milk dealers, water, schools, etc. There are no spot maps of any communicable disease, or chronological charts of cases.

*See "A Health Survey of 86 Cities" Research Division, American Child Health Association, p. 57.

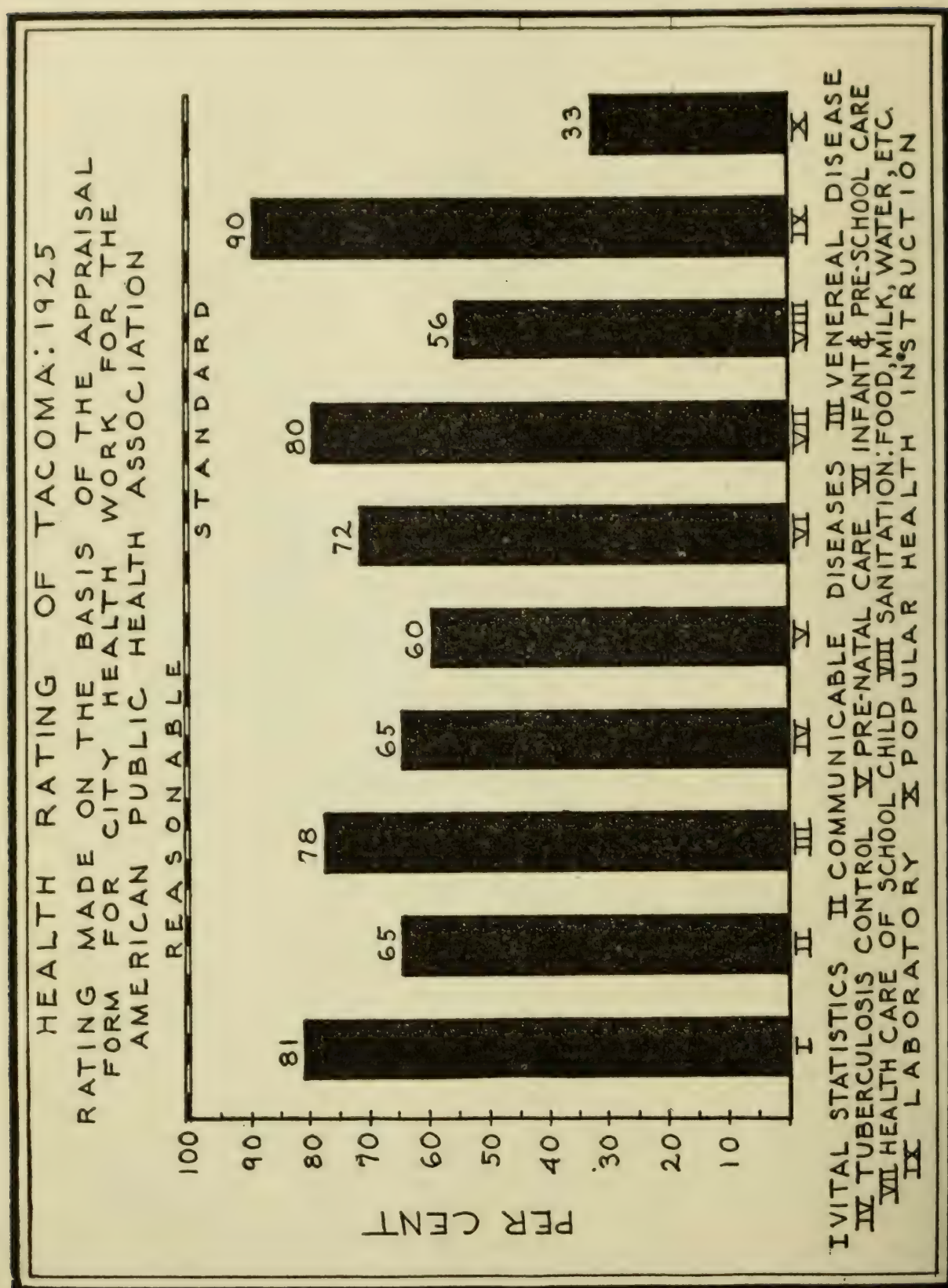


CHART I.

Health Rating of Tacoma

TABLE I.

Deaths from Particular Diseases

(State Department of Health. Deaths per 100,000 Population)

DISEASE	CITIES									
	Belling- ham		Everett		Seattle		Spokane		Tacoma	
	Av. 1921 to 1925	1925	Av. 1921 to 1925	1925	Av. 1921 to 1925	1925	Av. 1921 to 1925	1925	Av. 1921 to 1925	1925
Typhoid	6.9	15.2	8.4	0	2.6	2.2	4.4	2.8	4.4	1.9
Small Pox	.....	.....	.....	.....	.3	.....	.4	.....	.2	.....
Scarlet Fever	1.5	.....	.....	.....	1.1	.8	4.1	4.7	2.4	.....
Whooping Cough	4.1	11.4	2.7	6.8	2.8	5.3	3.1	5.7	3.8	1.9
Diphtheria	7.7	.....	4.2	.....	5.1	2.2	11.7	15.2	14.7	20.3
Tuberculosis (Pulmonary)	56.3	49.6	38.4	61.9	46.4	53.2	41.1	36.1	37.4	43.6
Tuberculosis (Meningitis)	7.5	.....	3.4	6.8	10.1	10.0	4.8	2.8	8.4	8.7
All Other T. B	15.1	26.7	6.3	3.4	10.6	11.4	5.5	7.6	9.5	11.6
All Tuberculosis	79.0	76.3	48.1	72.1	87.6	74.6	51.4	46.5	55.2	53.9
Syphilis	8.4	19.1	9.0	17.2	15.9	21.0	14.1	19.9	15.1	17.4
Cancer	137.9	202.4	91.6	123.8	111.1	114.2	136.1	149.1	125.2	125.1
Enteritis (under 2 yrs.)	16.2	7.6	6.3	6.8	5.2	2.2	12.3	11.4	5.1	4.8
Enteritis (over 2 yrs.)	10.0	7.6	4.1	6.8	4.7	3.3	8.5	7.6	3.2	1.9
Puerperal Sept.	4.5	11.4	2.8	3.4	4.2	3.0	8.8	8.5	6.9	8.7
Other Puerperal	10.0	15.2	4.2	.....	6.7	4.7	12.6	10.4	8.5	10.6
Early infancy	74.9	80.2	55.9	58.4	52.2	48.1	74.2	68.4	73.5	67.9
Poliomyelites	4.6	7.6	2.8	3.4	2.7	1.4	6.2	4.4	7.1	2.9
Auto accidents	21.4	25.9	22.1	23.0	15.7	18.4	16.5	20.9	21.2	25.2

The chief defect in the control practices is the inadequacy of the quarantine and medical inspection staff. One quarantine officer constitutes this entire department. As a result there is no specialized diagnostic service and very little medical inspection. The defense has been raised that in cases of epidemics this staff is increased. But the purpose of the health department should be to **prevent epidemics from occurring**. This purpose is not served by temporary increases in the staff when an epidemic has already occurred.

The most striking result of the inadequacy of this department is perhaps best evidenced by the disgraceful diphtheria death rate apparent from Table I. This rate for Tacoma was in 1925, about ten times as high as in Seattle, and considerably higher than in Spokane. In fact it was one of the highest rates in the United States. It is true that a single year is not a fair basis for comparison, since epidemics may temporarily give a city a high rate. But when the average for the five-year period, 1921-1925, is considered, Tacoma still has a diphtheria death rate about three times as high as Seattle's, twice as high as Bellingham, more than three times the rate of Everett, and distinctly higher than the rate of Spokane. The rate for the other diseases are somewhat the same as in the other cities used for comparison.

It has been advanced as a defense of the high diphtheria rate that it

is due to the malpractice of non-medical practitioners in the community. While it is true that a large number of cases sometimes result from the failure of the attending practitioner to make proper diagnosis or provide proper treatment, and while this might account for a high rate in individual years, the explanation becomes highly dubious when the consistently high rate over a number of years is considered. Furthermore, investigation reveals that Tacoma does not have a disproportionately large number of non-medical practitioners. The main explanation must be sought in inadequate public health measures.

The defense has also been raised that the indifference of the people is to blame, because the health department offers free immunization to all who wish to receive it, and comparatively few take advantage of the opportunity. (720 in 1925) But is it not one of the functions of the health department to carry on educational work to arouse the public from their indifference in these matters? The local department carries on no such educational program. What popular health education exists is entirely thru the public schools and private organizations.

The remedy for this situation calls for first, an adequate staff of quarantine officers and medical inspectors who can devote time to tracing down the sources of infection as well as to other accepted practices of communicable disease control. Secondly, it calls for publicity on the subject which will cause an annual number of immunizations equal to at least 90% of the births for the preceding year. The expense of bringing the health department up to a reasonable standard of efficiency would be negligible as compared with the loss entailed thru the **absolutely needless death** of over a dozen children annually from this one cause alone. Science has perfected a means, the application of which makes all deaths from diphtheria unnecessary. The rate in Tacoma must stand as indefensible reflection upon the health organization of the city.

6.—Venereal Disease Control

Altho the regulations of the State Board of Health require that all persons treating venereal disease must report such cases in writing, this requirement is generally ignored in Tacoma. One physician in close touch with this branch of public health estimates that only about ten per cent of the physicians in the county comply with this requirement.

The number of cases treated at the public clinic of the Health Department during the past two years were as follows:

	1924	1925
Syphilis	672	824
Gonorrhea	579	520

Undoubtedly a much larger number is treated by private physicians. Experts agree that the number of cases of venereal diseases reported has nowhere reached or even approached the actual number of cases existing.

"The value of case reporting lies in the fact that through case reports which are obtained, health officers have direct confidential access to information of the greatest importance to them in planning their efforts to control the venereal diseases. Case reports enable the health officer to locate and eliminate foci of infection. Of very great value to the health officer also is the contact with the private physician that the requirement of case reporting gives. Such contact, properly developed, may be a means of securing the cooperation of physicians in carrying on a complete program of venereal disease control for the community."*

*American Child Health Association, "A Health Survey of Eighty-six Cities," p. 10.

The only public agency provided in Tacoma for the treatment of venereal disease is the clinic maintained by the Health Department, where free treatment is available. The policy, however, has been to give free treatment only to patients unable, in the opinion of the health officer, to pay for their treatment. The health officer conducts the treatments in this clinic with the half-time assistance of one nurse. While it is difficult to appraise the adequacy of this provision in the absence of more adequate reporting, it is safe to say that with a more adequate program of prevention and cure of the venereal diseases thru education and more complete reporting, these facilities would need expansion to include social service follow-up work and the early examination of all pregnant women.

"The interest of the child is supreme in this matter and it should be the aim of every community to so plan its program for the control of venereal disease and for maternity hygiene that all pregnant women shall receive a careful, thorough examination in the early months of pregnancy. This examination should include not only pelvic measurements, urinalysis and blood tests, but also a Wasserman blood test. Provision should also be made for painstaking instruction of the nurses responsible for the pre-natal service in the importance of early and adequate treatment. Here is offered a golden opportunity for preventing the congenital transmission of syphilis and the opportunity should be seized with eagerness."*

The only agency in the city engaged in educational work for the prevention and control of venereal disease is the Pierce County Social Hygiene Society, supported in part by the Tacoma Community Chest and in part by the County. This organization conducts an educational service of lectures and pamphlet distribution. In 1925 this society put on 83 public lectures, to a total audience of 8,463 persons, distributed 1492 copies of the Moral Code for Youth, and placed 60 new placards in public toilets. This organization deserves more adequate support to enable it to extend this service.

7. Tuberculosis Control.

The tuberculosis death rate in Tacoma, an average of 55.2 for the last five year period, is very favorable as compared with other cities in Washington and with larger areas. The rate of the U. S. Registration area in 1923 was 93.6. The reporting of cases is also fairly adequate, but the figures for most of the cities listed in Table I, including Tacoma, give a false impression of the actual death rate, due to a defective method of compiling the statistics. That defect consists in failing to charge to the cities the deaths of resident of the cities occurring in nearby sanatoria. Steps are being taken by the State Department of Health to correct this defect in the compilation of the statistics in the future.

Practically the only field nursing service for tubercular cases is furnished by the Public Health Nursing Association which makes over 2000 visits to cases of this kind annually.** The average for 60 cities surveyed by the American Child Health Association in 1923 was 2483 visits—maximum 4491, minimum 78, per 100,000 population. This service should be doubled in Tacoma.

The clinical service also conducted by the Public Health Nursing Association is entirely inadequate. One clinic a week is held from

*Ibid. p. 102.

**Estimated on basis of first five months of 1926.

September to June with a few additional ones thruout the summer. One physician gives his services free, and 330 clinical visits are recorded for 1925. These facilities are entirely inadequate and a waiting list is carried. The American Public Health Association Appraisal Form calls for 5000 visits per 100,000 population as the standard. The city health department should take charge of, and greatly extend, the present clinical facilities.

Mountain View Sanatorium (the county institution) meets a fairly reasonable standard of hospitalization facilities, tho it always carries a waiting list in the women's ward. It has a children's preventorium, and conducts an open air school in cooperation with the Tacoma Board of Education which provides valuable care for tubercular children. The whole institution is well-managed and efficient.

The Pierce County Tuberculosis League carries on valuable educational work in the schools and thruout the county.

8. Prenatal, Infant, and Pre-School Care

"The principal facts necessary for the solution of a local maternity hygiene problem are: the number of pregnancies; the number of stillbirths; the number of mothers dying from causes due to childbirth; the number of deaths of infants due to congenital causes and to diseases of early infancy."*

TABLE II.

Comparison of Vital Rates with Reference to Maternal Hygiene, 1925

	Births per 1000 pop.	Still Births per 1000 total births	Deaths from Puerperal causes per 100,000 pop.	Deaths of Infants per 1000 live births
Bellingham	26.16		26.6	49.4
Everett	20.65		3.4	48.4
Seattle	15.49		7.7	45.1
Spokane	21.57		19.9	54.5
Tacoma	21.46	27	19.3	44.7
Yakima	28.28		18.0	76.4
Group of Cities; 1923 Average	23.	41	19.	80.
Maximum	33.	131	63.	160.
Minimum	12.	21	0.	4.

Table II shows that the birth rate of Tacoma is somewhat below the average for the group of cities compared. The number of still births during 1925 was 61, the number of live births 2213, a still birth rate of 27 still births per thousand total births. This is a favorable showing, the average for 86 cities surveyed by the American Child Health Association in 1923 being 41. The minimum in these cities, however, was 21, indicating that there is room for improvement in Tacoma. In deaths from puerperal causes, likewise, the rate for Tacoma is about the average of the group referred to above but considerably higher than the rate in Seattle both for 1925 and the preceding five year period when the average for Seattle was 10.9 as compared with 15.4 for Tacoma. This is disgracefully high when we consider English city rates of 3.8. The infant death rate of Tacoma is very favorable as compared to the other cities of Washington, and the average of the group of 77 cities referred to in the table.

The conclusion from Table II is that Tacoma has an unusually low

*American Child Health Assn. Loc. Cit.

infant death rate. This would seem to be due, however, to natural advantages rather than to the excellency of its social organization for child care. This is indicated by the fact that its death rate from puerperal causes is only average, leaving much room for improvement in the field of maternity hygiene.

A check of the birth certificates for 1925 shows that about 97% of the births in the city are attended by a physician, and only about 3% by midwives, including a few cases without professional attendance. This is a very favorable showing, the average for 39 cities included in the general study referred to above showing an average of 17% delivered by midwives. Licenses, to be secured on examination, for the practice of midwifery are required by state law. About 50% of the births in the city in 1925 occurred in hospitals.* This is a good deal above the average for the 65 cities surveyed by the American Child Health Association. (32%). The number of beds available in city and county hospitals for maternity patients (95) is also well above the standard.

The shortcoming in the city's provision for pre-natal and infant care lies in its field nursing and clinical facilities. Nursing is carried on by two excellent organizations, and all that is needed is the extension of their activities thru more adequate financial support. Both are privately maintained, the Public Health Nursing Association being supported by the Community Chest, and the Metropolitan Life Insurance Company service by that Company.**

The only clinical facilities for infant or child care are the Child Welfare Clinics maintained by the Public Health Nursing Association. In the year 1925 there were 204 clinics held with a total attendance of 1565 babies. The standard of the American Public Health Association Appraisal Form calls for from four to five thousand such clinical visits annually by infants and pre-school children in a city the size of Tacoma. By the same standard, over eight thousand nursing visits to children of pre-school age in a city of this size is called for. About six thousand visits to such children were made. Increased clinical and nursing service for prenatal and infant care is the profitable avenue to pursue in this field.

The important educational program of maternity hygiene and infant care carried on by the Metropolitan Life Insurance Company should be mentioned in this connection. During the first half of the year 1926, 50,404 pieces of health educational literature was distributed by the company in the city. A maternity dress pattern, layette pattern, and literature on prenatal care are furnished upon request, whether the request comes from a policy holder or not. The company allows eight visits within the first eleven days after the birth of a child to policyholders whose policy has been in force six months at the time of the birth. Further care is given according to physician's orders if there are complications. While the nursing service of this company is for policyholders only, it is of great public significance since between one-third and one-fourth of the population of the city are policyholders. This excellent service is being carried on at the low average cost of 83 cents per visit.

Upon the request of the Metropolitan nurses, the Tacoma Kiwanis

*Estimated on basis of number of maternity cases for the whole county.

**This service was established on a separate basis during the present year (1926).

Club furnished free braces and corrective appliances to crippled children whose parents are unable to afford these supplies.

In this connection also should be mentioned the Tacoma Orthopedic Association, a local guild of the Children's Orthopedic Hospital of Seattle. This organization is governed by a board of fifteen women directors, and is financed by the Community Chest. This organization supports one free bed in the Children's Orthopedic Hospital of Seattle for crippled children of Pierce County.

There is no control of Ophthalmia Neatorum required either by the state or the city. This is a very unfortunate shortcoming of the local health conditions which should be corrected at once. The city should require that each attendant at birth shall give the eyes of the newborn prophylactic treatment. Seventeen states have such a requirement, and 83 out of the 86 cities surveyed by the American Child Health Association had this requirement.

9. Care of the School Child

We find that in Tacoma, as indeed quite generally, that the school child enjoys the most adequate health protection. The school health department consists of a school physician and five nurses who are on duty all year, including the summer months. This department has general health supervision of the schools including sanitation, safety, care of emergencies, etc. Following is a brief statement of the activities and organization of this work in the schools.

1. Inspection of pupils by physicians and nurses for the discovery and correction of conditions which affect the child's health or progress in school. The Junior Red Cross cooperates in providing for all clinical service, namely the dental clinic, tonsil-adenoid operations, examination of eyes, furnishing glasses, paying hospital expenses, caring for crippled children, etc. in cases needing financial aid.

2. Control of communicable disease in the schools in cooperation with teachers and the City Health Department.

3. Special measures for health promotion as nutrition classes, school lunches, distribution of milk in schools, prevention of goiter and special classes.

- (a) Open air class at Mt. View Sanatorium in cooperation with the county.

- (b) Ungraded schools for backward children.

- (c) Classes for the deaf.

- (d) Sight saving classes.

- (e) Parental schools—for boys and girls.

4. Health teaching and training, the instruction necessary to healthy modes of living, the inculcation of health habits; and the development of attitudes and ideals conducive to health. This also includes home nursing classes in high schools.

5. Director of Health. (Also known as "School physician" or "Medical Inspector.") He gives his entire time to the work and does not engage in private practice. He is head of the department and supervisor of hygiene. He visits school buildings during school hours and keeps office hours at the administration building after school hours and Saturdays for consultation with parents, examination of children

etc. He examines all teachers to determine their physical ability to teach and gives them health advice but not treatment. By agreement with the City Health Department, he has jurisdiction in matters of public health and sanitation touching the schools.

6. School nurses. At present there are five on the staff, all graduate and qualified public health nurses. They are on duty from 8:30 to 5:00 daily. They are assigned to certain districts and visit the schools according to a published schedule. The nurse is health advisor in every point of contact in the school and in the home. She stands for positive health. She makes a routine inspection of all pupils at the beginning of each semester and follows up cases needing attention.

Inspection includes:

- (a) Weighing and measuring.
- (b) Testing eyes.
- (c) Discovery of defects of teeth, ears, nose and throat.

She makes appointments for examination by the school physician and for the Junior Red Cross Clinic Service. She also visits homes and does considerable social service. The nurse investigates absences on account of sickness and reports cases of communicable disease. She cooperates with the teacher for the promotion of personal cleanliness, may treat cases of skin diseases (such as scabies) and vermin and renders first aid, but does not give "medical treatment" or bedside care of the sick.

10. Sanitation. Food and Milk Control; Water, Sewage, Garbage.

The only phase of sanitary inspection which is badly neglected is the control of garbage disposal and treatment of the city dump. An inadequate inspection staff results in the disposal of garbage in unauthorized places with the result that sections of the city are overrun by rats, and the city dump swarms with these rodents. To a seaport city this is a grave sanitary problem on account of the potential danger of plague infection. But as an economic problem alone it justifies attention. Families have vacated buildings on Stadium Way and undoubtedly in other parts of the city, on account of rats, and rats may be seen along this beautiful drive in broad daylight. The city dump is a fertile breeding place for these rodents.

The recommendations of the Sanitary Engineer of the State Board of Health some years ago, anent the dump in South Tacoma may be cited with propriety in the present connection:

"1. The garbage should be deposited in layers not more than 18 to 24 inches in depth.

"2. It should be sprayed with water gas tar or with the solution used by General Gorgas at Panama, and composed of 150 gallons of crude carbolic acid, 150 pounds powdered or finely broken resin, 30 pounds of caustic soda. Either one of these solutions will destroy the larvae of flies.

"3. The waste should be immediately covered with 2 or 3 inches of very porous material such as cinders, coarse sand or crushed clinkers which will shut out the sunlight from the garbage but will allow the access of a large quantity of air to the mass. This covering offers also the advantage of eliminating what objectionable smell may be present, and of rendering the dump less offensive to sight.

"4. Poison should be systematically placed on the fill for the extermination of rats.

"5. Dead dogs, cats, and other animals are not garbage and should not be

deposited on the fill but should in accordance with the state law, be either burned or incinerated in such manner that their carcasses will be completely reduced to ashes."

Other aspects of the sanitary inspection service may be said to be satisfactory and the examination of food-handlers and food establishments reasonably so. The milk supply control is very inadequate, however, due partly to the defects of the present city ordinance on the subject and partly to an inadequate inspection staff. The result is that the city is supplied with much milk from tubercular cows and receives milk from several hundred cows owned by small farmers who are under no control or inspection at all. Since last February 613 cows have been barred out of a total of 5008. The efforts of the present inspector to supervise the supply are praiseworthy, but a new ordinance and more help is needed.

An ordinance should be enacted which would require, in addition to matters of administration:

- (1) The tubercular testing of all cows furnishing milk to the city. The present law requires such test only on cows furnishing raw milk to the city, and then only once a year. Sometimes eighteen months elapse between tests.

- (2) The bacterial standard should be materially raised both on raw and pasteurized milk.

- (3) That all raw milk be bottled on the farm where produced. This would tend to eliminate the small producers who are difficult to inspect and control.

The water supply of the city, on the other hand, is very satisfactory. The municipal supply is examined in the laboratory at bi-weekly intervals and meets Federal standards of purity. This is reflected also in the typhoid rate which is very favorable (see Table II). The percent of dwellings sewer connected, however, appears to be somewhat below standard, according to estimates of the city engineer.

A fairly satisfactory laboratory service is maintained by the health department.

11.—Popular Health Instruction

In popular health instruction the city health department carries on no program. The only publication is vital statistics which appear in the monthly municipal bulletin. There are no educational health pamphlets, weekly or monthly health bulletins, public lectures, or motion pictures on the subject of public health. This work is left entirely to the public schools and such organizations as the Pierce County Social Hygiene Society, the Metropolitan Life Insurance Company, Public Health Nursing Association, and the Pierce County Tuberculosis League, all of which have been previously referred to; and to the Tacoma Pre-School Council, which conducts circles of mothers to study problems of pre-school children, as well as to instruct in prenatal and infant care. This organization also supplies garments for distribution thru the Public Health Nursing Association. The health committee of the Parent-Teachers' Association should also be mentioned. This committee holds monthly meetings, at which addresses or discussions on the subject of health take place. A large number of mothers is reached thru this program, which supplements the health work of the public schools.

12. Hospital Facilities

Table III shows the hospital facilities of the city to be adequate under the following standards:

It is the general experience elsewhere that five general hospital beds are needed for each thousand of population to hospitalize general medical and surgical patients both adults and children; for the acute communicable diseases five beds for each ten thousand population are required; and for tuberculosis as many beds as the average number of deaths from tuberculosis annually for the past five years. Experience has further shown that, of the five general hospital beds per thousand, there should be five for each ten thousand persons for the care of children, and forty-five for each one hundred thousand of population to hospitalize thirty per cent of all maternity patients.†

The available beds for communicable disease cases and tuberculosis cases is somewhat below standard. There is also a lack of special institutional provision for chronic and convalescing cases which should be cared for elsewhere than in regular hospitals. Also there is the usual need of hospital accommodations at lower rates than those current, in order to enable larger numbers to patronize these institutions.

TABLE III

Hospital Facilities of Tacoma

	No. of beds	No. of beds for children	No. of beds for maternity patients	No. of patients treated 1925	No. of maternity cases	No. of days of Hospital care 1925
Public Institutions						
Pierce County	140	****	8	2841	85	42,225
Mountain View	130	30	--	479	--	***50,000
Contagious	40	6	--	181	--	
Private Institutions						
Tacoma General*	240	18	40	5191	701	41,400
Northern Pacific**	95	12	12	1632	--	21,990
St. Joseph's	200	12	35	4966	745	42,735
Total	845	78	95	15290	1531	

*Present capacity increased since 1925.

**The figures include new additions to this hospital which will be available for use October 1, 1926.

***Estimated.

****No separate ward.

†Dr. Haven Emerson, "Hospitals and Health Agencies of Louisville." p. 66.

13. Summary of Recommendations on Health

The major recommendations contained in the body of this report may be summarized briefly as follows:

A. Administration and Expenditure of the Health Department.

The Public Health Department should be removed from political control and should be put in the hands of a full time official with training, interest and qualities of leadership in Public Health work. An advisory board of Health is also recommended.

The extremely low per capita expenditure (about 35 cents) for this department should be increased so as to make possible the improvement of the health service along the lines recommended in this report.

B. Special aspects requiring attention:

1. Greater attention to control of communicable disease, especially diphtheria.
2. More adequate reporting of venereal disease.
3. Modification of the milk ordinance to require:
 - a. Higher standards.
 - b. T. B. test of all cows.
 - c. Bottling of raw milk on farm where produced.
4. Inspection and disposal of garbage.
5. Extension of public health nursing and general Public Health Instruction.
6. Extension of facilities of the County Hospital. The necessary funds should be provided.

SECTION II.

JUVENILE DELINQUENCY

1. Agencies

The Juvenile Court
 Detention Home
 Mothers' Pension Department.
 Juvenile Division, Police Department.
 Women's Protective Division, Police Department.
 Attendance Department, Public Schools.
 Boys' Parental Home.
 Girls' Parental Home.
 *Washington Girls' Home.
 *White Shield Home.

2. Extent and Distribution of Delinquency.

Table IV shows the extent of juvenile delinquency in Pierce County for 1925 as compared to other cities and groups of cities:**

TABLE IV.

Comparative Figures on Juvenile Delinquency

(Table shows number of children before courts per 1000 total population.)

Cities of 100,000 pop. or over, or counties containing such cities	3.3
Cities of 25,000 to 100,000 population or counties containing such cities	2.0
Rural communities and counties containing cities of 25,000 or less	0.7
King County (1925)	2.5
Pierce County (1925)	2.0
County School Census (1924-25):	
King County, 99,392. Ratio of delinquency	1:92
Pierce County, 43,547. Ratio of delinquency	1:139

In this table the number of formal court cases in the juvenile court is used as the basis for the comparison. It should be noted that this is not an entirely reliable basis for estimating delinquency, as the proportion of cases subjected to formal court action may vary greatly in different communities according to the policy of the community and the high development of other agencies, such as school attendance departments, which in some cities have been able to reduce the number of court cases by more than one-half. There is reason to believe that the juvenile division of the police department and the attendance officers of the schools in Tacoma are instrumental in keeping many cases out of the juvenile court, which in other communities come to the attention of the courts. This activity on the part of the juvenile officer of the police and the school attendance officer, are not due, however, to a high development of their respective departments but is rather due to the unsatisfactory condition of the juvenile court and its probation work, which causes these officers to do much work which would otherwise

*Supported in part by Tacoma Community Chest.

**NOTES ON TABLE IV. (1) The figures for the groups of cities is taken from Emma O. Lundberg, "Juvenile Courts—Present and Future," Proceedings, Annual Congress, American Prison Associations, 1921, p. 8. (2) The figures on King and Pierce Counties are based on the number of formal juvenile court cases in 1925 per 1000 total population, estimated for 1925. A more accurate measure of the actual amount of delinquency would include the number of cases adjusted without formal court action. But since no figures on this are available for Pierce County, the present comparison is the only one possible.

be turned over to the court. With the inadequate staffs, and the other duties of these departments, this is a very unsatisfactory arrangement.

Table IV shows a fairly similar ratio of juvenile court cases in the two neighboring counties of King and Pierce. King shows a larger number per unit of population, as well as a larger ratio to the school population, which is a more valid comparison. This was to be expected due to the location of a much larger city in King County. The figures for the country as a whole are not strictly comparable, however, due to the fact that they were compiled for 1918, while the figures for King and Pierce Counties are for 1925.

Table V shows the classification of the cases on a basis of delinquency, dependency, or neglect. This shows about the same proportion as found in King County. The sex distribution is also somewhat similar

TABLE V

Classification of Cases of Juvenile Delinquency (1925)

	No.	%
Total Number of Cases -----	313	100
Boys -----	213	68
Girls -----	100	32
Cases of Delinquency -----	239	76
Cases of Neglect -----	56	18
Cases of Dependency -----	18	6
Number of different individuals before court -----	211	100
Boys -----	146	69
Girls -----	65	31

The conclusions from these figures are: (1) That about one-third of the cases (101 (313-212) out of 313) are repeaters; (2) That girls repeat more frequently than boys; Thus

65 girls made a total of 100 cases—Ratio 1 to 1.54.

146 boys made a total of 212 cases—Ratio 1 to 1.46.

(3) That three-fourths of the cases before the court are cases of delinquency and one-fourth are cases of dependency or neglect.

When we consider the distribution of these cases between Pierce County and the City of Tacoma, we find that Tacoma, with 67% of the population of the county, furnishes 75% of the cases before the juvenile court:

No. of children from whole county before the court, 211.

No. of children from Tacoma before the court, 159 (75%).

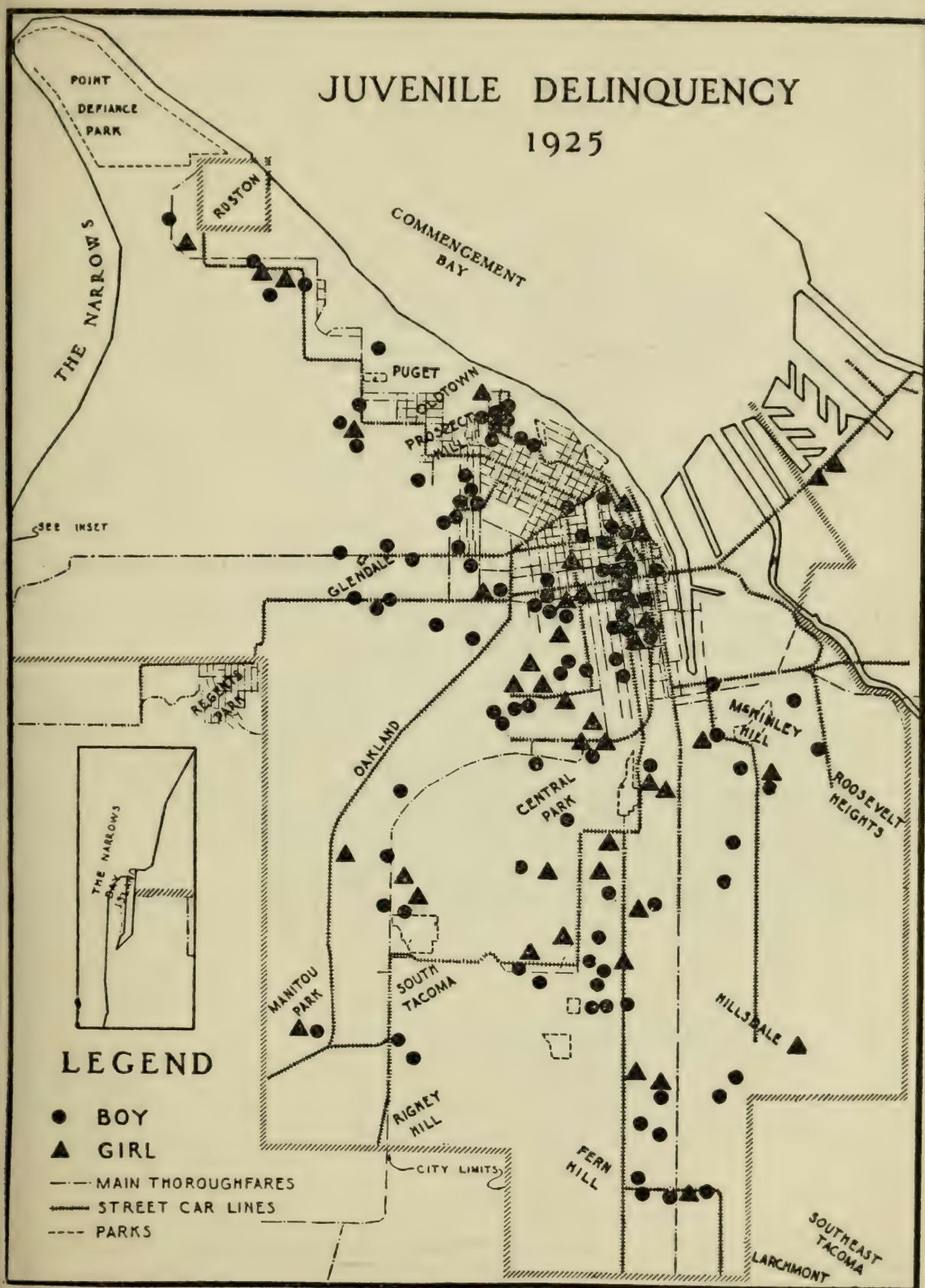
City of Tacoma, Boys 112 (70%); Girls 47 (30%).

Population of Pierce County (1920) 144,127.

City of Tacoma (1920) 96,965 (67%).

Remainder of County 47,162 (33%).

The territorial distribution of the cases within the city for 1925 is shown in Map 1. On the whole this map shows that delinquency in Tacoma is distributed quite evenly according to population. The low density of population, the absence of slum and tenement districts and the absence of large foreign elements undoubtedly accounts to a large degree for this lack of concentration, except in proportion to population.



MAP I.

Distribution of Juvenile Delinquency in Tacoma for Year 1925

Map II shows the social resources of the city most of which are regarded as agencies of prevention of delinquency. A study of this map will show what sections of the city are comparatively lacking in organizations, institutions, and agencies for recreation and education.

The types of offense and conditions bringing children before the juvenile court is shown in the following table: (The figures are for 1918, the latest date for which these data have been compiled.)

TABLE VI

Types of Juvenile Offenses.

	Boys	Girls
Stealing (Auto theft 43; Grand larceny 59; Petty larceny 36; Shoplifting 11; Burglary 57; Forgery 2; Holdup 2) Total -----	210 (58%) ✓	0
Sex Delinquency -----	9	59 (75%) ✓
General Incurrigibility -----	42	0
Disorderly conduct -----	32	2
Truancy -----	29	4
Runaway -----	23	3
Feebleminded -----	6	2
Miscellaneous -----	12	9
	363	79

The significant fact appearing from this table is the great preponderance of offenses against property among the boys and sex offenses among the girls. These facts indicate what should be the points of attack for educational and preventative agencies.

The inadequacy of the records of the court make it impossible to make a case study of the personality factors and family conditions of these cases. There is little reason to believe, however, that such analysis would show different results than have been found elsewhere, namely: (1) About seventy per cent of all cases, both boys and girls, are between the ages of 12 and 17 inclusive. (2) A study of all the cases coming before seven courts and involving about 11,000 children showed that 40% of the cases came from broken homes.

Tab e VII shows the disposition of the cases coming before the court in 1925.

TABLE VII

Disposition of Juvenile Court Cases in 1925

	Pierce Co.	King Co.
Washington Children's Home -----	1	
State Training School Boys, Chehalis -----	43	34
Suspended -----	58	
State School for Girls, Grand Mound -----	23	19
Suspended -----	9	
Boys Parental, Tacoma -----	28	86
Suspended -----	3	
Girls Parental, Tacoma -----	6	29
Suspended -----		
State Custodial School, Medical Lake -----	6	
St. Ann's Home, Tacoma -----	10	
White Shield Home, Tacoma -----	1	
Children's Industrial Home, Boys (town) -----	6	
Children's Industrial Home, Girls -----	3	
Transferred to Prosecuting Attorney -----	15	
Indian School, Tulalip -----		
Washington Girls Home, Everett -----	9	
Ruth School for Girls, Seattle -----	2	
State School for Deaf, Vancouver -----	2	
Probation -----	54	
Temporary Custody -----	30	
Permanent Custody -----	3	
Outside Cases November and December -----	46	
Preventorium (tuberculosis) -----	1	
Detention Home Inmates -----	461	
Boys -----	307	
Girls -----	154	
Meals -----	6426	

The striking fact which this table shows is the great amount of reliance in Pierce County on the regular criminal procedure for delinquents. Why is it that Pierce County, with less than one-third of the cases of King County, nevertheless commits a larger number of juveniles to both the Boys' and Girls' State Training Schools, and transfers fifteen cases to the prosecuting attorney, while none is so disposed of in King County? Part of the answer is apparent when we compare the figures on probation in the two counties. The full explanation will appear from the consideration below of the method and staff of the Pierce County Juvenile Court.

3. The Juvenile Court

Undoubtedly the weakest point in the Child Welfare organization of Pierce County is the Juvenile Court, especially in its probation department. Altho the Juvenile Court proper with its probation officer, the Detention Home and the Mothers' Pension Department are all part of this institution, they will be discussed separately for the sake of convenience.

A. The Juvenile Court and Probation.

The Washington Juvenile Court Law, while inadequate in its mandatory features may be said to be satisfactory in that under it the maintenance of a very excellent juvenile court is possible. But it is also possible for a very primitive court to exist under this law, as is evident from the Pierce County institution.

In the first place the Pierce County Court is handicapped in being

housed in the Court House, which makes almost impossible that privacy and absence of formal criminal procedure which was one of the chief purposes of establishing the juvenile court. As a fundamental reform in this institution the county should look forward to the erection at the earliest possible moment of a separate juvenile court building with a detention home in connection. A less public location with good communication facilities, as well as a building adapted to its purpose is a great need in Pierce County. The plan of building at present contemplated by Spokane is almost ideal, and is well adapted to Pierce County.

In the second place, the records kept in this institution, at present are totally inadequate. Attention is called to the following requirement of the Statute on this point:

(Pierces Code, 1926, Sec. 595) **Probation officers:** The probation officer or officers shall inquire into the antecedents, character, family history, environments and cause of dependency or delinquency of every alleged dependent or delinquent child brought before the juvenile court and shall make his report in writing to the judge thereof.

This requirement of the statute is being flagrantly violated both in letter and in spirit at the present time. Of some cases there are no records whatever, save the legal forms of the court procedure. In most cases the data on family condition, past history, mental and physical condition, habits and environmental factors in general, even in an elementary form, are either entirely absent or totally inadequate. Now, the careful investigation and reporting of facts of this kind and the numerous other significant facts in a case record, are absolutely necessary to dispose of a case intelligently.

The more complete the knowledge of the child, the wider must be the range of dispositions available. In too many courts at the present time only two alternatives present themselves if the case is considered sufficiently serious to require more than admonition: A stereotyped system of probation, or commitment to the usual type of institution for delinquent children. It is not within the power of the court alone to provide the resources needed for successfully carrying on its work.*

The first step toward measuring success and failure in the juvenile court can be made only by taking scientific account of the material treated and the causes of the delinquency as specifically met with. The next step is the relating of this scientific knowledge to outcomes.

If the expense deters from undertaking scientific study, consider what \$20 or \$30 spent in diagnosis, in carefully calculating what ought to be done, amounts to in the light of the heavy cost of failure, namely a delinquent career; or the hundreds of dollars that institutional treatment will mean; or what months of poorly directed effort in probation will entail.

It is alleged that lack of time prevents, let us state that usually a satisfactory study can be made in a few hours of well-organized work (with the aid, of course, of the ordinary official reports and with special appointments made.) With a staff equipped to obtain the social and other background facts and to make the physical and psychological investigations at the same time, a well rounded study can be made in a comparatively short period.**

Numerous cases could be cited in which inadequate investigation and recording of the kind now in common practice in Pierce County, results in gross injustice and mistreatment of the children. We have already seen (Table VII) that an unduly large proportion of cases in this county are turned over for criminal proceedings and commitment to the State Training Schools. For illustrative purposes several actual

*Emma O. Lundberg, Loc. cit. pp. 2 & 3.

**Dr. Wm. Healy, "The Practical Value of the Scientific Study of Juvenile Delinquents." pp. 30-31.

cases showing the mischief of inadequate investigation may be found in the appendix of this report.

But a thorough study of the child's history, surroundings, habits of behavior, and the resources of his environment requires that the staff assigned to this work must have the **time** and **ability** to evaluate the various factors in relation to both causation and treatment. What are reasonable standards of qualifications of a probation staff, the number of cases which can be handled adequately, and other standards of probation work? The United States Children's Bureau has set down the following as reasonable standards:

"1. The probation staff should be appointed by the judge from an eligible list secured by competitive examination, subject to approval by a supervising board or commission.

2. The minimum qualifications of probation officers should be as follows:

(a) Education: Preferably graduation from college or its equivalent, or from a school of social work.

(b) Experience: At least one year in case work under supervision.

(c) Good personality and character; tact, resourcefulness, and sympathy.

3. The compensation of probation officers should be such that the best types of trained service can be secured. The salaries should be comparable with those paid to workers in other fields of social work. Increases should be based on records of service and efficiency.

4. Not more than 50 cases should be under the supervision of one probation officer at any one time. Officers handling girls' cases should be assigned a smaller number.

5. Girls' cases should always be assigned to women officers; cases of boys under 12 years may be assigned to women officers, but all cases of boys 12 years of age and over should be assigned to men.

6. Except in rare cases, home visits at least once every two weeks are essential to effective supervision, knowledge of the assets and liabilities of the family, and correction of unfavorable conditions.

7. Reconstructive work with the family should be undertaken whenever necessary, either by the probation officer himself or in cooperation with other social agencies. Whenever other agencies can meet particular needs, their services should be enlisted. In cases in which two or more agencies are concerned with the same family frequent conferences are necessary for good team work.

8. Special detailed school reports for each child on probation are advisable. The educational authorities should be requested to cooperate through weekly reports, frequent conferences, and other means; but care should be taken to preserve harmony, faith and good will between the teacher and the pupil, the probationer and probation officer."

How does the Pierce County Juvenile Court measure up under these standards? In 1925 there were 313 cases before the court, 100 of them girls. All of them required investigation and a large percentage required probation. To handle this entire group, the juvenile court has **one man** who was charged with all court duties in addition. The inadequacy of this staff has been well expressed by a national authority as follows:

The probation officer with one to two hundred children under his supervision might be able to do an effective piece of work with from half to a third of this number; he might by making wise selection of those needing special attention, carry the whole group thru with fair success. But if to this is added the task of making investigations and general court duties, the probation officer is not to be blamed if he fails to find time to get acquainted with the resources of the community and enlist them in his aid. He is like a physician, rushing around and dosing all his patients, who occasionally pulls one thru a crisis, but never has time to go into conditions thoroughly enough to restore them to normal health.*

*Emma O. Lundberg, U. S. Children's Bureau. Loc. Cit.

It is not possible or desirable here to go into the intricate details of what constitutes scientific case work and recording. Nor should it be necessary to be familiar with this technique in order to realize its necessity. It is not necessary to be a physician in order to realize that in a case of illness it is advantageous to call in a physician rather than a plumber or other craftsman, however, honest and sympathetic the latter may be. The same is true of social work—the technique of social adjustment. It is a skilled technique and as such must be carried on by those who are qualified if it is to be done well.

The fact that entirely disqualified persons serve as probation officers is the chief cause when probation fails to reduce delinquency. Probation is doomed if served by ill-trained, half-educated, incapable officers, or if it overloads with too many cases, its good, well-trained officers, or if the probation office is administered politically. The personnel of the probation office is the most important single consideration in a community program for treatment of juvenile delinquency.*

B. The Detention Home

As has already been suggested, the Pierce County Detention Home is badly adapted to its purpose, and should be abandoned to some other purpose at the earliest time possible. It can possibly be utilized as a jail or other adjunct to the Court House, for which it is conveniently situated and better suited than for its present purpose.

The Detention Home is badly adapted to its present purpose, first, on account of its location in close proximity to the Court House. The undesirable features of this have already been touched on. Secondly, the present Detention Home provides totally inadequate segregation facilities for different ages and types of offenders or dependents. The result is that babies and children of all ages are compelled to associate together, regardless of the physical and moral condition of the individuals present. It is indefensible to keep a dependent or neglected child out of school and locked up like a delinquent. The undesirable psychological effect of such treatment to the normal child, is in itself sufficient to condemn this practice. The expense to the county of maintaining children in the Children's Industrial Home or in St. Ann's Children's Home, both of which have expressed willingness to accept such children, would not be greater than the present expense of maintaining them in the Detention Home. There would appear to be no reason, therefore, why this segregation cannot be immediately adopted as the definite policy of the court. Thirdly, this detention home is ill-equipped, ill-furnished, and uncomfortable and hardly exerts a desirable influence on children coming in contact with it. The more obvious defects which can be remedied immediately are enumerated in the recommendations, at the end of this report.

By contrast, the Boys' and Girls' Parental Homes, under the control and maintenance of the Board of Education, are excellent institutions. They are well-situated, well-equipped, well-managed, and are serving a valuable purpose in the community. These homes receive both dependent and quasi-delinquent children. Commitment is thru the juvenile court. But their chief purpose is to furnish temporary care and discipline to difficult cases occurring in the public schools.

C. The Mothers' Pension Department

In the Mothers' Pension Department there is likewise an inadequate

*Van Waters, "Youth in Conflict," pp. 261.

staff for proper case work. The work of the Mothers' Pension Department in Pierce County rests entirely on the shoulders of a single worker, except for the part time office assistance of a stenographer who also does the clerical work of the Juvenile Court. In the year 1925 there were 259 cases of Mothers' Pensions in Pierce County, all of which must be investigated and visited by this single visitor. To make matters worse, this worker does not have an automobile at her disposal, which would greatly increase her effectiveness.

It is absolutely impossible for a single worker, however efficient, with a case load of 259 cases to carry on adequate investigation and visitation, besides administering the department. The inadequacy of the present staff of investigators and visitors in Pierce County can perhaps be made apparent by comparing it to the conditions which obtain in this department in the neighboring county of King, a county in which social and economic conditions are essentially the same. In 1925 there were 462 cases of mothers pensions which were administered by a staff of five full time workers not counting the full-time Secretary. This makes the case load in King County about 92 cases per worker as compared with 259 per worker in Pierce County.

In spite of this comparatively niggardly provision for field workers in Pierce County (in fact, we believe, because of it) the per capita cost of mothers' pensions in this county is disproportionately high as can be seen from the following table:

	Pierce County	King County
Population (1920) -----	144,127	389,273
Mother's Pension Relief Fund (1925) -----	\$ 51,680.00	\$112,170.00
Per capita cost -----	.36	.28
No. of cases -----	259	462
Average cost per case -----	\$ 199.53	261.30

Thus it will be seen that Pierce County with 37% of the population of King County, spends 55.6% as much for Mother's Pensions. At the same time King County makes more adequate provision for its cases, spending \$261.30 per case as against \$199.53 per case in Pierce County. Proportionately to population Pierce County should have only 172 instead of 259 cases of Mother's pensions, and should need to spend only \$41,502.90 for its relief fund, on King County standards, instead of \$51,680.00 as at present. The difference is obviously more than sufficient to take care of all the additions in the staff advocated in this report. Now if the social and economic conditions prevalent in Pierce County and Tacoma, are so much worse than they are in King County and Seattle, these comparisons and the conclusions which follow from them are invalid to the extent that these conditions are different. But it is difficult to find any grounds for the belief that social and economic conditions in Pierce County are such as to make for a disproportionate amount of poverty. On the contrary, the odds, if any, would appear to be against King County on this subject, because of the location in that county of a very much larger city.

These facts and considerations force us to conclude (1) that the case load in the Mother's Pension Department of Pierce County is so much too great as to preclude the possibility of adequate investigation and service; (2) that this inadequate case work is reflected in, and the chief cause of, an unduly high per capita cost for actual relief in this County; and (3) that the remedy for this situation lies in the redistribu-

tion of the funds so as to spend a larger portion for case work and investigation by the addition of a trained investigator to the staff, instead of distributing nearly all of the funds in doles.

With reference to administration, it is recommended that Mother's pension hearings be held in private. This is obviously the intent of the law which specifies that "proceedings to obtain the benefit of this act shall be instituted and maintained in the same manner as proceedings are instituted and maintained in the Juvenile Court." . . . (Sec. 4124 Pierce's Code.)

It should be clearly understood that this report is not advocating a retrenchment in pensions for the deserving poor in the name of economy. On the contrary, this report advocates, **more adequate** relief to these cases, and contends that in the end result will be greater economy. It is a fact well known to social workers that what many of the so-called poor need is not so much material relief as advice, supervision, and human interest from a person skilled in helping people to help themselves. It is a principle which cannot be too strongly emphasized that the modern approach to the problem of poverty lies not so much in distributing groceries and clothes as in helping people to attain an independent position in society. This can be achieved only by the extension of skilled case work. Skilled case work can be carried on only when a sufficient staff is provided so as to allow a reasonable case load. The addition of another worker would still leave a heavy case load in the Mother's Pension Department, even if the total number of cases were materially reduced.

It may seem paradoxical to some people how an addition to the staff engaged in administering poor relief can actually result in decreased expenditure for poor relief. The point is this: **Unless there is close investigation many people will receive relief who should not have it. Again, unless recipients of relief are frequently visited, they will continue to receive relief long after they have become self-supporting.** There are large numbers of cases on record where widows have continued to draw their pensions many months after they have married prosperous men, and sometimes the poor relief check has been sent to a person long after he has died. **This cannot be prevented except thru adequate investigation.** Finally, some mothers can be made self-supporting if they have the advantage of friendly advice and frequent visits from a skilled worker, as to how to manage their affairs, how to secure employment, etc. The absence of social workers to do this work results in the waste of thousands of dollars of public funds annually. For the purpose of illustration, a few cases of this kind **existing right in Pierce County recently** are appended to this report. For the country as a whole, there are hundreds of such cases on record.

4. Recommendations.

1. The county should plan to erect a suitable Juvenile court building with a Detention home in connection as soon as possible. This building should be located with a view of securing privacy, as well as convenience of communication and transportation.

2. All neglected and dependent children, as distinguished from delinquents, which come into the hands of the court should not be placed in the Detention Home on account of its inadequate segregation facilities

but should be placed instead in the Children's Industrial Home or in St. Ann's Children's Home or other special institution which the county may provide, according to the age of the child. Both of the institutions mentioned have expressed willingness to accept all dependent children coming into the hands of the court.

3. Until a more adequate Detention Home can be provided, a number of improvements in the present institution should be provided.

(a) The windows should be equipped with roller shades and curtains. Common decency dictates the former and the latter would contribute much to relieving the present barrenness of the place and create a homelike atmosphere which it is so desirable to create in this institution.

(b) More adequate furniture should be provided. The girls' room especially should be equipped with a reasonable number of rockers and cushions. Tables, chairs, and bookshelves are conspicuously absent at present, and should be more adequately provided.

(c) There is at present a painful lack of facilities for recreation and healthy mental activity in the Detention Home. When it is considered that children spend weeks in this institution, unless they are adequately provided with material for recreation, their incarceration virtually amounts to solitary confinement, with all its disastrous mental and physical effects. It is strongly recommended, therefore, that a more adequate supply of books, stationery, games, and other materials for education or recreation be amply provided. Simple play apparatus in the yard is also highly desirable from this point of view.

(d) A number of minor repairs are needed such as two small pieces of linoleum for the kitchen floor, repair of the ceiling in one of the bath rooms, etc.

(e) The boys' beds should be provided with counterpanes. All bed linen should be laundered at frequent intervals and always changed after an inmate has left. Disinfectants should be provided for the toilets, and the windows should be cleaned at the necessary intervals.

(f) Finally, the system of board by contract should be abandoned. This antiquated and thoroughly discredited system was formerly in quite general use in the county poorhouses, where it became the source of the most flagrant abuses in providing a source of profit to the keeper at the expense of the inmates. There is no evidence, and it is not here implied, that this abuse exists in the Pierce County Detention Home. But the system of board by contract is unfair to an honest superintendent by laying her open to suspicion and false charges. For the protection of the superintendent, therefore, as well as for the protection of the children, it is recommended that the funds be appropriated for food and supplies and an itemized account of such supplies be kept and audited. It is also recommended that copies of the usual menus be kept on file for the information of the public as to boarding conditions at the Detention Home.

All of these recommendations are items of very small expense, but their adoption would greatly improve the condition of the Detention Home.

4. At least one **skilled case worker** should be added to the staff of the Mother's Pension Department. The reasons and need for this in-

crease in the staff have been fully set forth in the body of this report.

5. Mother's Pension hearings should be held in private in accordance with the intent of the law.

6. The Juvenile Court should be provided at the earliest possible time, with at least two full-time, trained probation officers (preferably one man and one woman,) besides the official in general charge whose time is largely devoted to general supervision, investigation, and court duties.

7. While an adequate number of workers is absolutely imperative before efficient work can be done there is another factor which is also indispensable and that is **skill and training**. It cannot be too strongly emphasized that case work is a skilled technique and as such, persons for such positions should be selected as a teacher, a superintendent, an engineer, or any other professional person is selected, that is, without reference to residence, political affiliation, or any other consideration except his qualifications for the task to be preformed. Training is essential and should be secured thru experience under skilled supervision, or more formal training in schools for social work, or both.

8. Competent physical and mental examination for clients of the court should be provided. It is a well-known fact that a large proportion of the children coming before the juvenile court are mentally or physically defective. It is impossible for the court or for the probation officer to make an intelligent adjustment of a case without a knowledge of the mental and physical conditions of the case.

9. Thorough investigation and case recording both in cases of Mothers' pension and cases of juvenile delinquency, as well as adequate records of probation work are a necessity.

10. The probation officers and mothers' pension investigators should cooperate with and utilize, to the fullest extent, the other agencies of the city and county. Most agencies are frequently dependent on the juvenile court for aid in doing their own work effectively, and inadequate cooperation on the part of this institution may seriously handicap the welfare work of the whole community. Likewise, the juvenile court can use to great advantage, the services of other social agencies.

11. Finally, the need of state supervision of local agencies and institutions should be emphasized. While the state of Washington does not yet make provision for such supervision, attention is called to the following provision of the Juvenile Court Law:

(Pierce's Code, 1926, Sec. 610) **Visitation of Custodians.** In each county, the judge presiding over the juvenile court sessions, as defined in this act may appoint a board of four reputable citizens, who shall serve without compensation, to constitute a board of visitation, whose duty it shall be to visit as often as twice a year all institutions, societies and associations within the county receiving children under this act (Juvenile Court Law) as well as all homes for children or other places where individuals are holding themselves out as caretakers of children, also to visit other institutions, societies and associations within the state receiving and caring for children, whenever requested to do so by the judge of the juvenile court. Provided, the actual expenses of such board may be paid by the county commissioners when members thereof are requested to visit institutions outside the county seat, and no member of the board shall be required to visit any institution outside the county seat unless his actual traveling expenses shall be paid as aforesaid. Such visits shall be made by not less than two members of the board, who shall go together or make a joint report. The board of visitors shall report to the court from time to time the condition of children received by or in charge of such in-

stitutions, societies, associations or individuals. It shall be the duty of every institution, society, or association or individual receiving and caring for children, to permit any member or members of the board of visitation to visit and inspect such institution, society, association, or home where such child is kept, in all its departments, so that a full report may be made to the court."

The appointment of such a board of visitors is recommended.

5. The White Shield Home, Tacoma, Washington.*

This Home is located at 5210 South State Street, Tacoma. The grounds, consisting of 22 lots, are by reason of their elevation above the surrounding area, entirely private. The building, of 2½ stories not including basement, is of white brick and is about 10 years old. There is adequate light and ventilation and the equipment includes steam heat, electric light, and abundance of bathing and toilet facilities and is well kept and in good repair. A maximum of 25 girls and 10 babies can be cared for at the present time and the upper floor may later be adapted to an increase in this number. Each inmate has exclusive use of a small bedroom. The furnishings are home-like and sufficient. Hospital facilities and maternity ward are adequate.

The White Shield Home is operated under the State Board of the W. C. T. U. with Headquarters at 4197 Arcade Building, Seattle and its policies are outlined and carried out by the Executive Committee of the State Board. A local Board of twelve Directors is linked up with the State Board, the President and Treasurer of the local Board acting as members of the Executive Committee of the State Board. The local Board audits all accounts, pays all bills and makes a monthly visitation to the Home. The Home is under no regulations by State law.

The Home receives its maintenance from the following sources in the approximating amounts indicated: Pierce County \$100.00 per month; Tacoma Community Chest \$200.00 per month; and there is in addition a small income from patients whose expenses are paid. Of the 80 girls housed at the Home last year about 50% paid the maximum fee of \$40.00 for entire care. Bedding, rugs, layettes, aprons for the girls, emergency clothing, toilet articles and incidentals and a supply of preserved fruit are contributed in adequate quantities by the W. C. T. U.

As outlined in its pamphlet the White Shield Home is a Christian home for unmarried girls needing maternity care for the first time. No repeaters will be admitted into the Home though any unmarried girl under the age limit of 21 years, anticipating a first confinement may be admitted upon her personal application, provided her health record is good. A single exception to the health rule is made for the benefit of the expected child and the protection of the community by an acceptance of girls anticipating a first confinement who are suffering from the first stage of gonococcus infection. Segregation of such patients is adequately provided for. No girl is denied entrance because of inability to make financial payment. The girl who is eligible for care in the Home may enter at any time after the condition of pregnancy has been established. She must agree to remain in the Home for one month from the date of the birth of her child. She is privileged to stay for 2 months or for as long as her health condition may demand and she may

*Report by Mrs. Fay T. Catlin, Red Cross Service.

Information received from the resident Nurse and Matron.

return to the Home at any time if in trouble or out of work provided she has not returned to delinquency. There is no attempt to unduly influence the girls in the matter of the disposition of their babies. It is, however, recognized that a minor unmarried mother can not usually give adequate care to a child and the large majority of girls desiring some other disposition of their children are assisted by the possibility of relinquishing them to foster homes enrolled and investigated by the W. C. T. U. Babies of Catholic mothers are placed by the Home in Catholic families and those of Protestant mothers in Protestant families. A fine cooperation is had from the Washington Children's Home Finding Society which will accept any child unsuitable for adoption.

Religious services are held daily conducted by a member of the resident staff. The girls are most carefully guarded from observation and no visitor comes directly into contact with the inmates; for this reason no invitation is extended to local ministers to conduct services.

Dr. A. G. Nace is the regular medical attendant on a reduced fee basis. The resident staff consists of a Registered Nurse who gives service at the time of confinement and necessary care before and after delivery; a Matron who is also the Religious Adviser; and a janitor. The routine house work is done by the inmates under the direction of the Matron. There is a very apparent sympathy and earnest spirit of helpfulness on the part of the staff though there is no investigator connected with the Home and there are no facilities for following up cases. Records are kept on file but they necessarily cover in many cases only information secured from the girl while in the Home.

6.—Women's Protective Division

This department, under the commissioner of public safety, consists of two full-time workers equipped with a car. The type of work carried on by the division is apparent from the following report. The division cooperates with the courts in supplying case histories and other information, and conducts dance hall inspections. The number and distribution of dance halls in the city appears from Map II. They are, on the whole, satisfactorily conducted. The superintendent is also ex-officio member of the Censor Board.

Total number of cases -----	819
Referred to Juvenile Court re:	
Delinquency -----	66
Mothers' Pensions -----	3
Desertion of Children -----	1
Adoption -----	2
Child Placement -----	5
Referred to	
Health Department (Clinic) -----	69
Associated Charities -----	4
County Charity Commissioner -----	1
Prowl Car Officers -----	6
Dry Squad -----	17
Moral Squad -----	8
Motor Division -----	2
Salvation Army Home (Maternity) -----	1
Public Health Nursing Ass'n -----	3
County Hospital -----	5
Mental Clinic -----	2
Private Boarding Homes -----	3

TACOMA ROTARY CLUB

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Y. M. C. A. -----	3
White Shield Home -----	3
Chief Fire Department -----	2
Private Attorney -----	3
Small Claims Court -----	2
Travelers Aid (Seattle) -----	1
Travelers Aid (Tacoma) -----	1
Woman's Protective Division—Seattle -----	4
Woman's Protective Division—Portland -----	1
Sheriff, King County -----	1
Referred to:	
City Attorney re	
Indecent conduct -----	5
Being in disorderly house -----	1
Referred to Public Works Department -----	1
Referred to Prosecuting Attorney re:	
Carnal knowledge -----	11
Contributing to delinquency of minors -----	9
Insanity -----	6
Referred to Prosecuting Attorney re:	
Bigamy -----	1
Illegal Cohabitation -----	7
Non support -----	4
Assault -----	7
Abuse of family -----	1
Desertion -----	2
Larceny -----	3
Cruelty to child -----	4
Obscene literature -----	1
Referred to:	
United States Department of Justice—Mann Act -----	1
Censor Board -----	1
Committed to:	
County Jail -----	1
Insane Hospital—Steilacoom -----	9
Training School—Grand Mound -----	18
Washington Girls' Home, Everett -----	4
Washington State Reformatory, Monroe -----	1
Custodial School, Medical Lake -----	1
Girls' Parental School -----	4
Ruth School, Seattle -----	3
Paroled to Parents -----	12
Returned to Grand Mound -----	6
Suspended sentence to Grand Mound -----	6
Missing persons located -----	53
Marriages -----	2
Employment found -----	8
Advice given -----	74
Returned to relatives -----	11
Temporary home found -----	6
Family re-adjustment -----	3
Investigations for other agencies -----	23
Investigations re:	
Delinquency -----	53
Guardianship of aged person -----	1
Theft -----	22
Messenger service without license -----	1
Improper care of children -----	14
Neglect of family -----	8
Neighborhood trouble -----	4
Guardianship -----	3
Venereal disease -----	7
Adultery -----	1

Prostitution -----	8
Illegal Cohabitation -----	11
Non-support -----	7
Fraud -----	2
Disorderly conduct -----	8
Custody of child -----	9
Dance hall ordinance -----	1
Indecent exposure -----	4
Truancy -----	4
Assault -----	3
Children selling candy on streets -----	2
Breach of contract -----	1
Unfit homes and employment -----	17
Insanity -----	8
Feebleminded -----	4
Slander -----	3
Children's Home -----	1
Vile language -----	1
Drunkenness -----	3
Damage to property -----	1
Dark Seance -----	3
Fortune telling -----	3
Annulment of marriage -----	2
Annoying of female person -----	2
Kidnapping -----	1
Shoplifting -----	7
Exploitation of children -----	2
Fire prevention -----	1
Elopement -----	1
Miscellaneous investigations -----	56
Office interviews -----	4680
Outside visits -----	1521
Letters received -----	176
Letters sent out -----	170
Supervisory visits, Dance Halls, Shows, etc. -----	177
Group talks -----	2
Cash and articles recovered -----	\$570.60
Turned over to pension fund -----	20.00

7. Municipal Department of Public Safety for Juveniles

This is the juvenile branch of the city police.* It is in charge of a police Captain and two assistants. The department is equipped with a car. The nature and extent of the work in this department is shown by the following report for 1925.

Office interviews -----	227
Outside investigations -----	1849
Misdemeanors -----	306
Disorderly conduct -----	447
Runaway boys picked up -----	87
Out of town trips -----	41
Turning in false fire alarms -----	3
Reckless driving -----	2
Shooting fire arms within city limits -----	12
Carrying concealed weapons -----	2
Driving without lights -----	1
Malicious destruction of property -----	31
Drunk -----	11
Liquor in possession and high jacking -----	11
Escapes from State Training School picked up -----	6
Escapes from Juvenile Detention Home picked up -----	1

*This department and that immediately preceeding has a staff of ten persons—seven women and three men—in Seattle, which is about proportionate to the larger population.

Breaking street lamps -----	2	
Driving while drunk -----	1	
Juvenile court cases -----	85	
Burglary -----	87	
Grand Larceny -----	73	
Petit Larceny -----	94	
Stealing Automobiles -----	27	
Riding in stolen autos knowing same to be stolen	6	
Rape -----	3	
Forgery -----	7	
Horse stealing -----	5	
Shoplifting -----	48	
Receiving stolen goods -----	37	
Obtaining goods under false pretences -----	4	
Highway robbery -----	2	
Stealing mail from mail boxes -----	2	
Stolen money and property recovered -----		\$7,784.65

8. School attendance Department

This department of the public schools is in charge of one attendance officer who investigates cases of truancy and delinquency as reported thru school principals. He also issues labor permits for children between the ages of twelve and fourteen, assists in juvenile court cases, and carries on probation work in connection with the Parental Schools. Some idea of the nature and extent of the work of this official may be secured from the following figures for 1925-6.

	Boys	Girls	Total
Paroled during the year -----	20	11	31
On parole at end of the year -----	12	14	26
Former inmates of Parental homes returned -----	3	1	4
No. enrolled in Parental School -----	37	21	58
Average daily attendance -----	28	18	46

No. of visits of attendance officer (October to May inclusive): Truancy, 110; Discipline, 23; Ill, 119; Other, 132; Total, 384.

It would be highly advisable for the schools to extend this type of work to give attention to these early signs of delinquency which first come to attention of teachers and school officials. The type of work that can be done by school departments in this field is illustrated in Los Angeles, Minneapolis, Seattle and St. Louis. The work of the schools in these cities is undoubtedly largely responsible for the decrease in the proportion of cases referred to the juvenile court by the schools. In Minneapolis this decrease was from 15.2 per cent to 9.9 per cent in a four year period; in St. Louis during seven years the percentage dropped from 17.4 to 3.4.

Suggestions for Research

Study of Juvenile Court Cases with reference to:

1. Home conditions.
2. Progress in school and mental condition.
3. Church connection and affiliation with boys' and girls' organizations.
4. Number of appearances in court.
5. Source of complaint.
6. Delay in disposition of cases.
7. Results of probation.

SECTION III.

CHILDREN'S CHARITABLE INSTITUTIONS

1. Agencies

- *Children's Industrial Home.
- *St. Ann's Home.
- **Medina Baby Home—(Seattle).
- *Briscoe Boys' School.
- **Washington Children's Home Finding Society.
Tacoma Day Nursery.

2. Introduction.

As early as 1909 the White House Conference on the Care of Dependent Children, principles were adopted in this field which since then have been endorsed many times by authoritative opinion on this subject. Among these principles there are certain ones involved in the present study of the Tacoma situation. They are:

1. Home Care. Children of worthy parents or deserving mothers should, as a rule, be kept with their parents at home.

2. Home-finding. Homeless and neglected children, if normal, should be cared for in families, when practicable.

3. Facts and Records. Complete histories of dependent children and their parents, based upon personal investigation and supervision, should be recorded for guidance of child-caring agencies.

4. Cooperation. Local Child-caring agencies should cooperate and establish joint bureaus of information.

Pursuing the method which has been followed as far as possible thruout this survey, namely, measuring the local agencies by the best accepted standards of national authorities, the attempt has been made to appraise the agencies here considered with reference to standards and principles such as those set forth above. In addition, these institutions have been considered from the standpoint of their physical, educational, and personality development aspects, according to the standards suggested by leading authorities.*** A short detailed statement is included here as to the conditions of each institution, but certain general considerations applying to all of these institutions can best be discussed in a preliminary statement.

In the first place it should be noted that none of the institutions in Tacoma are large, and hence have not yet been confronted with many problems arising in larger institutions. The size and natural advantages and prosperity of the city, furthermore, does not make the problem as pressing as in many less fortunate communities. The general situation in the institutions, therefore, so far as the actual care, comfort, and welfare of the inmates are concerned, measures up on the

*Supported in part by the Community Chest.

**These institutions and organizations are not located in Tacoma but receive a small number of children from Tacoma and Pierce County, and also receive some support from the Tacoma Community Chest. Limitations of time prevent their inclusion in the present survey.

***See the monographs of the "Round Table Plan" of the Child Helping Department of the Russell Sage Foundation.

whole, very easily to minimum standards for institutions of this kind. Partly due perhaps to this fact, namely, that the problem has not yet become very large or acute, we find that with respect to the general principles, policies, systems, and community attention to the problems of dependent children, the local situation is in a rather low stage of development.

The principal criticism of the institutions for the care of the dependent children in Tacoma is that they carry on child care as a business in itself without much reference to the ultimate reestablishment of the charges as normal members of the community. For example, both the principal children's homes accept children of both sexes on such investigation as Mother's Pension department administrator in the one case and the single investigator of the Catholic Welfare Bureau in the other, can make. Both of these workers are heavily overloaded with other duties. With the consent of the parents or guardian, children are retained indefinitely up to the maximum age allowed in the home, usually twelve or fourteen years, in the case of boys, and sixteen or more, in the case of girls. At the end of that time, the child is sometimes automatically discharged, turned over to exploitation by unfit parents, or literally unloaded on the Juvenile Court.

This practice frequently violates the first principle set forth above, namely, that children of deserving mothers should be maintained by the county at their homes. It ignores the second principle entirely, in that it makes no attempt at child placing in desirable families. This is not a criticism of the persons at present directly in charge of the institutions. It is rather a criticism of the policy followed by the responsible boards and officials. It should be said to the credit of the persons in charge of the institutions, that in many cases, especially in connection with the girls, they do carry on follow-up work, and sometimes place the girls in vocational or professional training. But there is no definitely accepted policy of permanent provision for dependent children after the age of 14. Children sometimes automatically revert to the control of their parents or guardians, regardless of the latter's fitness.

To remedy this defect, these institutions should either (1) become permanent homes for dependent children, with full legal powers over the children, in which case separation of the sexes becomes necessary; or (2) become child placing agencies, aiming to provide only temporary care, and permanent disposal. With reference to the first alternative, the principles set forth by the United States Children's Bureau are applicable:

Unless unusual conditions exist, the child's welfare is best promoted by keeping him in his own home. No child should be permanently removed from his home unless it is impossible so to reconstruct family conditions or build and supplement family resources as to make the home a safe place for the child, or so to supervise the child as to make his continuance in the home safe for the community. In case of removal, separation should not continue beyond the period of reconstruction.

The aim of all provision for children who must be removed from their own homes should be to secure for each child home life as nearly normal as possible, to safeguard his health, and to insure for him the fundamental rights of childhood. To a much larger degree than at present, family homes may be used to advantage in the care of such children.

The stay of children in institutions for dependents should be as brief as possible. The condition of all children in such institutions should be carefully studied at frequent intervals, in order to determine whether they should be restored to their own homes, placed in foster homes, or transferred to institutions better

sulted to their needs. While they do remain in institutions, their condition should approximate as nearly as possible that of normal family life as to health, recreation, schooling, and spiritual, aesthetic and civic and vocational training.*

The second alternative, namely child placing involves, however, certain important principles which may be summarized as follows:

Child-placing should be done only after thorough investigation of the applicant, his home and its environment; the child should be just as thoroughly studied and carefully fitted into the new relationships and location; and both the home and the child should be kept under personal and adequate supervision until the latter receives legal adoption or attains legal age. This work can not be done by slipshod methods without many failures, and deep injustice to the innocent children involved. Therefore, individuals and unauthorized executives, and all public officials not so situated that they can do the work properly, should be forbidden by law to engage in child-placing. All placing-out in families should be done by authorized agencies or institutions, duly licensed by the state after full investigation of their character, personnel, and equipment, and under positive obligation to do work of high quality.**

The above principles, it will be seen, are vitally dependent for their execution on adequate record keeping. This brings us to the third consideration set forth at the opening of this discussion in which the local agencies are defective. As has already been pointed out, all investigation is in the hands of officials heavily overloaded with other duties, which precludes the possibility of adequate case work.

Finally, with respect to cooperation between the local agencies, it should be said that there is very little attempt to utilize each others records and investigations. The greatest difficulty and source for complaint, however, is the juvenile court, the cooperation and functioning of which is obviously necessary in many cases for efficient service by the institutions for dependent children. The reasons and remedies for this situation have been discussed at length in Part II of this report.

3. St. Ann's Home.

St. Ann's Home is a Roman Catholic Institution under the direction of The Sisters of St. Francis, whose provincial mother house is at Pendleton, Oregon. The Controlling Board is St. Ann's Guild. Sister Eugenia is in charge. The pre-admission investigation in connection with this home is in the hands of the director of the Catholic Welfare Bureau. Children may be placed in the home by any dependent family and payment may be made in part if possible. Parents may remove children at will. Before a child is admitted he is examined, free of charge, at the St. Joseph's Hospital. Such defects as may appear on examination are remedied at the same institution. There is no regular periodical examination after admission. Cases of illness which arise are also referred to St. Joseph's Hospital.

The home is located at 8040 South J Street. This is a very fortunate location in an almost rural environment, removed from business districts and yet conveniently located with respect to communication. The building is an old wooden structure which is somewhat out of date but well kept up. A new modern building is being planned. The present building is heated by hot water. Both natural and artificial lighting is good. Drinking fountains are not provided inside but separate cups are maintained. The home has a well equipped playground. There is some

*U. S. Children's Bureau "Minimum Standards of Child Welfare." Pub. No. 62.

**W. H. Slingerland "Child Welfare Work in Oregon." See also U. S. Children's Bureau, *Ibid*, p. 12.

danger from fire due to the character of the building but the relatively small size of the institution and ample equipment in the way of fire escapes reduces the danger to a minimum.

The dormitory is equipped with single beds, with blankets, sheets and counterpanes. Four bath tubs and other toilet facilities are readily accessible from the dormitory. These facilities are adequate to the number of children occupying the home. There are no isolation facilities for cases of illness. If these are sufficiently suspicious they are referred to the hospital. Individuality in clothes and toilet articles, the possession of property, etc., is encouraged. The dining room is equipped with tables for small groups and the diet appears to be in every way satisfactory. The institution is clean and well-managed.

The personnel of the institution consists of six Sisters who do all the work, including the teaching, with the exception of the janitor work and work connected with the dairy, for which one man is employed. The regular parochial education is conducted during the school year. Children are employed in the regular routine work of the house, including cleaning, sewing, dishwashing, etc. The capacity of this institution is 50, including both sexes. The home accepts boys from the age of 3 to 12 years and girls from the age of 3 to 18 years. The children appear happy and well nourished. The institution is supported by the Community Chest.

The principal problem connected with this institution, as indeed with the other children's homes, is the question of the disposal of the children when they reach such age that the home is unable to provide for them further. At the present time the practice is to turn over the children who reach the age limit to the parents, guardians, or the Juvenile Court. The home does not place children in private homes for adoption or otherwise. The parents retain full legal control over them. This system should be so modified as to give the institution the legal rights to dispose of the child when desirable family locations for him can be found. The present system frequently amounts to turning the child over to his parents, or guardians, who have proved themselves incapable of taking care of him. At the age of 12, therefore, a child is frequently turned over for exploitation by his parents. As suggested in the introduction, this home should either become definitely a permanent home for children, in which case it should devote itself to one sex only and retain control over the children until they attain their majority, or it should undertake child-placing and provide only temporary care for emergency cases in the institution.

4. The Children's Industrial Home.

This home is located at South 30th and Washington Streets, a very favorable location in rural surroundings and six acres of land for garden and orchard purposes. The property has been donated and the institution is supported partly by contributions from the County and partly from the Community Chest. There is a small income from parents of children. The administration consists of an Executive Committee of twelve. The staff consists of seven women, including the Matron. The children are used for assistance in the work of the institution.

Children are admitted to the home on the recommendation of the Chairman of the Executive Committee, who is at present, Director of the Mother's Pension department in the County. Application for admission

is made to her and she investigates the case. If in her opinion the child is destitute, she recommends his admission. Before being admitted, the child is examined by a physician as to his physical condition and communicable disease. The home accepts children from 2 to 14 years of age. Parents who are able to pay are required to contribute \$10.00 per month per child, except in case of a nursery child, when the rate is \$12.00. Very little income from this source is received.

The capacity of the home is 17 nursery children and 56 others. The home is always full and demands for admission considerably exceed the accommodations. This is partly due to the fact that the home carries an advertisement in the newspapers, which gives the impression that the home is a boarding institution, for children in general instead of a charitable institution. This makes an unduly large number of applicants which must be investigated and rejected.

The physical plant consists of six buildings including out-houses, a gymnasium and playhouse and a laundry. The main building is a three-story brick structure, with basement, in excellent condition. The home easily meets the minimum standards for children's homes with respect to heat, light, ventilation and toilet facilities. The equipment in all of these respects is far above the average and is all that could be desired. An isolation room is maintained for suspicious cases of illness but there have been some cases of smallpox and diphtheria in recent years. This would be prevented by the immunization of all children admitted and by the vaccination of all the inmates.

The inmates of the home attend the regular public schools and take part in community activities like other children. Brief daily religious exercises are conducted.

As in the case of the St. Ann's Home, tho not as seriously, the chief difficulty here is the disposal of the children who reach the age of 14. At this age, the home feels constrained to dispose of the children in some way outside the institution. Due to the public spirited efforts of members of the board of directors, these cases seem to have been quite satisfactorily handled thru placements of various kinds. Recently steps have been taken to solve this difficulty through the addition to this home of a farm on which boys may be placed until they attain their majority, and a separate home in the city to serve a similar purpose for the girls. It would be advisable, however, for the home to undertake child-placing, and remain in permanent charge only of such children as can not be advantageously placed. The institution would contribute most to the community if it maintained itself as an institution for the temporary care of children who are temporarily dependent and who can in a short time be returned to the legal guardians. Other children should be accepted only for the purpose of placement in permanent homes.

5. Briscoe Orphan Boys' School.

This institution is a dependent boys' boarding school, located on its farm near Kent, Washington. It is controlled by the Christian Brothers of Ireland; Reverend Brother P. R. Gibbs is in charge. The institution was founded in 1907 when a grant of 100 acres of land was donated by Mr. and Mrs. P. C. Hayes. Subsequently buildings were donated by a Mrs. Foss.

The physical plant of the institution is exceptionally ample and well-equipped. The institution has a capacity of 140 boys.

The school accepts orphans, partial orphans, and children of broken homes who are dependent in whole or in part. The ages accepted are from 7 to 14 years. Application for admission is made directly to the Director, who makes investigation as to the ability of the parents or guardian of the child to pay, and charges are made accordingly.

Six teachers are maintained to conduct the educational activities, in addition to a physical director and a musical director. Two nurses, a secretary, a janitor, a cook and an assistant cook are also employed. Regular farm labor is hired for the work on the farm. Education is given thru the grades and the first year of high school.

In addition to the support which it derives from its farm, the school is supported by the Seattle and Tacoma Community Chests. It also derives four or five thousand dollars a year from the families of the boys themselves.

This institution has no aspects of charity about it except in that it admits boys who are unable to pay the full value of the services rendered. For this reason, however, great care in investigating the economic circumstances of the families of the children admitted should be exercised. Parents and guardians retain full control of the children and may remove them from the control of the school at any time. Except in the respect mentioned, therefore this is to all intents and purposes a boys' boarding school.

6. Tacoma Day Nursery Association

This is a private corporation maintaining two day nurseries, one at 1113 South I Street and one at East 29th and E Streets. These nurseries accept children from two months to six years of age for care from 7:00 A. M. to 6:00 P. M. The organization is controlled by a board of 24 women. It is partly financed by the County which grants \$900 per year and the remainder of the funds is raised by social affairs, flag sales on flag day, etc. Application for admission may be made directly to the Matron or to members of the committee, who conduct whatever investigation there is. Only a register of the mothers is kept as a record.

Each building has a capacity of about 40 maximum which, however, is entirely too many for the accommodations, both so far as the buildings and staffs are concerned. Each nursery has an average daily attendance of about 25 during the school year. Even this number is too large for the staffs of two persons in each nursery, especially when it is considered that one of these is charged with the kitchen duties. The buildings are two-story structures in good condition, with yards. Higher fences are needed around the yards to insure against escapes. The fire escapes on the buildings are satisfactory. Some play apparatus is provided in the yards.

The nursery furnishes two luncheons per day at 11:30 A. M. and 4:00 P. M. The first consists of hot soup and sandwiches in such quantities as may be desired. The second luncheon consists of peanut butter or other sandwiches with milk. Babies are fed milk from bottles. In view of the improper and inadequate feeding of many of these children in their homes, this provision on the part of the nurseries is probably not sufficient.

The local nurseries require no medical examination for admission. Suspicious cases are reported to the visiting nurses or to a physician. Isolation facilities are provided in both nurseries. The visiting nurse also makes several regular calls per month.

The nurseries are provided with satisfactory beds, equipped for infants and younger children, who take a nap during the day. With the large number of children and small staffs, most of the play is necessarily unsupervised. A kindergarten is maintained by the Day Nursery Association for two hours during the day.

While the Tacoma Day nurseries are serving a very valuable purpose and while the care they afford is in many respects superior to that afforded at the children's own homes, the following standards of recognized Day Nursery Associations are here submitted as desirable improvements in the local nurseries:

1. No new child should be permitted to enter the nursery without a thorough examination. A health certificate signed by a physician, designated by the nursery, should be required before a second admission.

2. Homes of the children admitted to the nursery should be inspected before a child is accepted, except in emergency cases when the home should be visited not later than one week after the child has entered. Any doubtful or dangerous conditions found in homes must be reported to the proper officials of the nursery and to the Board of Health.

3. Unless the clothing worn by a child is thoroughly clean on admission, a suitable over-apron (the property of the nursery) should be worn through the day, and each individual apron should be marked for identification, unless a clean apron is provided daily.

4. Separate towels, spoons, etc., for each child should be obligatory.

5. Only eight infants or sixteen run-about should be under the care of one attendant. A kindergarten teacher should have an assistant for more than thirty children.

6. Simple records of each child should be kept.

7. A minimum of 200 cubic feet of air space for each child should be provided.

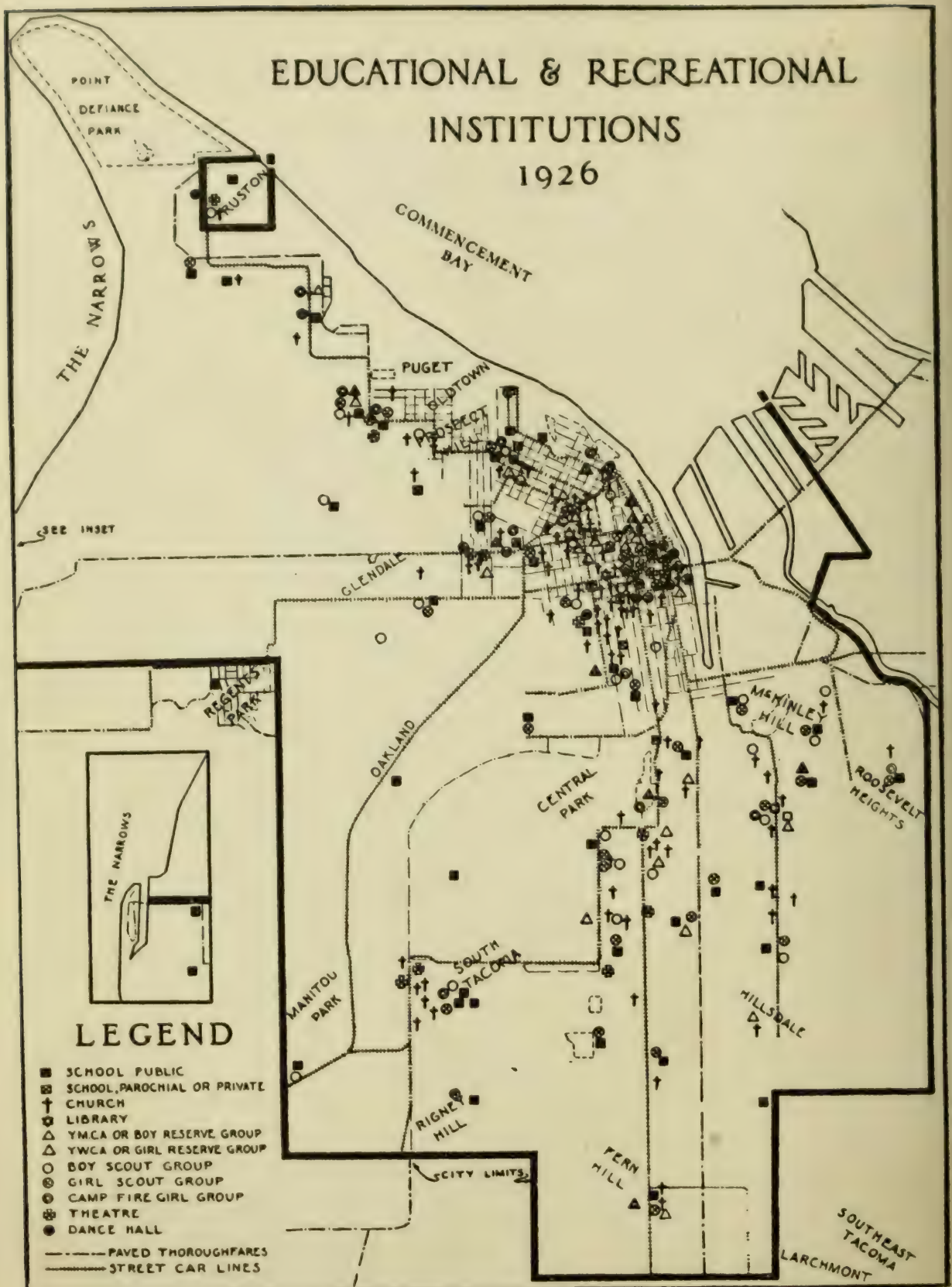
8. All diapers that have become soiled during the day should be immediately placed in water and thereafter thoroughly washed and boiled. No diapers in an unclean condition should be removed from the premises.

9. No bottle or nipple should be used a second time unless it has been thoroughly scrubbed and boiled. Milk should be kept in sealed bottles, directly on ice if possible, and separate from other foods.

10. Children of tubercular parents should be put on a special diet at the direction of the nursery physician.

Suggestions for Research

1. Per capita cost of maintaining children in each institution.
2. A study of the school records of children in institutions as compared with other children.
3. A comparison of the physical development of institutional and non-institutional children.
4. A study of the Day Nurseries with respect to characteristics of families using day nurseries.
 - a. Nationality.
 - b. Marital status.
 - c. Number of family.
 - d. Family income.
 - e. Occupation of mothers.
 - f. Distance of mothers from nurseries.
 - g. Mothers' opinions of nursery care.



MAP II.
Showing Educational and Recreational Institutions in Tacoma,
August, 1926

SECTION IV.

CHILDREN'S CLUB WORK†

1. Agencies.

- *Boy Scouts of America.
- *Y. M. C. A. Boys Work.
- *Girl Scouts of America.
- *Y. W. C. A. Girl Reserves.
- Camp Fire Girls.

2. Introduction

It is generally recognized that the problem of juvenile delinquency is largely a problem of furnishing opportunity for the constructive use of the child's spare time. In recognition of this fact, cities are paying increased attention to organized play and recreation generally. One aspect of this movement has been the rise and development of boys' and girls' club work. The generally recognized value of this activity in physical development and character building, as well as the present local interest in this particular phase of child welfare, justifies attention to them in the present survey.

The variety of these organizations and the lack of adequate or comparable statistics on them, makes very difficult or impossible an appraisal or comparison as to the extent and value of their community activity. Realizing that in the long run communities are going to demand concrete quantitative statements of the amount and character of the work performed by the organizations they are asked to support, some of these organizations have developed a fairly satisfactory system of accounting and recording, from which a standard may be derived, with which each organization may measure itself, relative to other organizations, and relative to its past achievement. Other organizations pay little attention to statistical measurements of results. Finally, the methods of recording are usually so diverse as to make impossible the comparison of different organizations.

The attempt to appraise the boys' and girls' club work of a community, therefore, is rendered difficult by the absence of any recognized standards for such work. Some of the organizations, as noted above, have set up standards for themselves. Using these as a basis, the following points are suggested tentatively as a basis for rating such organizations:

1. The extent to which the organization reaches the children of the community. Obviously if these organizations are to be made effective in the lives of the children they must bring the children into contact with their programs. From this point of view both the number of individuals enrolled and the number of groups organized is significant.

2. The hold of the organization upon the children, that is, the average length of time which a child remains an active member of the organization. The longer a child remains in contact with the organization, the more good he will get out of it.

3. The achievements of the child within the organization. This is measured differently in different organizations. But in most cases it can be measured by the child's advancement throughout the different grades or degrees provided by

*Supported by the Community Chest.

†Due to the fact that a special survey of recreation in the city has just been completed, this section of the report confines itself to Club Work.

the organization.

4. The standing of the board of directors in the community. The prominence and activity of the men on the administrative boards have much to do with the success of the organization.

5. Finally, the organizations and their officials should have cordial and co-operative relationship with other agencies and institutions in the community, particularly with those agencies which are engaged in various types of child's work, or which have contact with child life.

There would appear to be no reason why each organization should not keep the necessary records to enable itself to take inventory as to its progress or retrogression, and to enable the community to know in a tangible way what the organization is doing.

3. The Boy Scouts of America.

The Boy Scouts of America, as a national organization, has perhaps the most highly systematized form of organization and recording of activities. The annual reports of this organization, published by the national government, furnish an invaluable source of concrete data which may be used as a measuring stick and for comparative purposes by different local groups. These figures for the Tacoma organization show the following facts and trends:

TABLE VIII

Trend of the Boy Scout Movement in Tacoma, 1923-25

	1923	1924	1925
No. of troops -----	27	41	57
No. of Scoutmasters -----	20	33	54
No. of Assistant Scoutmasters -----	1	15	31
Total No. of Scouts -----	457	941	1123
Total No. Tenderfeet -----	285	542	564
Total No. Second Class -----	160	200	268
Total No. First Class -----	87	61	86
Total No. Merit Badge -----	63	138	285
Total No. Eagle Scouts (Active) -----	16	21	20
No. Advancements to First Class -----			119
No. Advancements to Second Class -----			227
Merit Badges granted -----			972
No. of dif. boys appearing for merit badges -----			153

TABLE IX

Comparative Statistics on Boy Scout Organizations (1921)*

	Pierce Co.	Seattle	Spokane
Population per scout -----	164	193	111
Troops per 10,000 population -----	216	212	414
Operating cost per scout -----	10.92	8.18	15.68
Proportion dropped; troops -----	28 %	14 %	8 %
Proportion dropped; Scouts -----	43 %	30 %	27 %

Applying the standards referred to in the introduction, the conclusions from these figures and other facts would be:

(1) That this organization, while reaching only a small proportion of the boys available, (a) is rapidly extending itself; (b) shows a somewhat higher ratio of scouts to population than the Seattle area but a lower ratio than for Spokane; and (c) shows a favorable operating cost.

(2) That the number of troops per 10,000 population is a little larger than the Seattle area but considerably smaller than for Spokane.

(3) That the mortality rate both of troops and scouts was higher (i. e. the number dropped in proportion to those identified with scouting) in Tacoma than either of the two cities compared.

*Last published figures available.

(4) About one-tenth of the enrollment for 1925 were first-class scouts. Comparative figures on this are not available. This is significant from the standpoint of length of time boys remain in scouting.

(5) With respect to the standing in the community of the members of the local council, the organization is all that could be desired.

(6) Cordial and cooperative relations with other agencies, especially those carrying on boys work—not entirely satisfactory, but improving.

This appraisal shows on the whole (except points 3 and 6) a satisfactory condition of the Scout organization in Tacoma. It must be kept in mind also, that the present executive has been in charge only comparatively recently, and that some of the results of work now under way do not appear in the figures on the basis of which the above rating is made. A rating of this kind several years hence would be of great interest and significance.

In addition to the regular weekly meetings of the troops the Tacoma Council has provided Rallies, Field Days, and Swimming Meets.

Swimming—During the school year Stadium and Lincoln tanks have been open one evening per week under the direction of Mr. C. A. Palmer and Mr. S. S. Todd. Both tanks have run to capacity use.

In addition to Spanaway camp the Council has a cabin in Rainier National Park that is used the year around. There is also maintained, in co-operation with the Forest Service, a camp in the Olympics for older Scouts.

4. The Boy Pioneers of the Y. M. C. A.

The Tacoma Y. M. C. A. in 1924 established an extension program of boy's work for organized Sunday School Classes. There are three classes of organization according to the age of the boys:

Friendly Indians—Ages 10 to 11 inclusive.

Pioneers—Ages 12 to 14 inclusive.

Comrades—Ages 15 to 17 inclusive.

Young Men's Division—Ages 18 to 24 inclusive.

While these groups always constitute organized Sunday School Classes, they engage in the usual hiking, camping, athletic, and character building activities of boys' groups of this kind. The movement has been organized too short a time to make possible a significant appraisal of the work on the basis of growth, average length of membership, proportion dropped, etc., but some idea of the general extent of the movement at the present time can be secured from the figures given below. (Table X)

In addition to this extension work among boys, a varied program of activities within the Y building is carried on. Some of these activities may be briefly enumerated.

Athletic Teams. The intermediate Church League and the Junior "Y" Church Leagues are under the supervision of, and are promoted by, the Physical Department of the Y. M. C. A.

Special Weeks. Under this head are included such activities as "Learn to Swim" campaigns, etc., where boys who have neglected opportunities they have had at school or elsewhere, are taught to swim.

Father and Son Meetings. Occasional Father and Son meetings are encouraged, to bring fathers and sons in closer touch with one another to bring about better understanding of each other.

Visitor's Passes. Many boys get their first introduction to Y work through visitors' passes when some member invites them to come in and take a swim or to participate in the activities of the gymnasium.

Camp Seymour. Camp Seymour is maintained and used the year round, not only for a summer camp but for week end trips, house parties, etc. Effort is being made to make Camp Seymour available for all types and classes of boys. By cooperation through civic groups, under-privileged boys are enabled to enjoy a vacation in camp as well as boys who can afford to pay their way.

Outings. In addition to the above activities, numerous outings of different kinds are conducted. A truck equipped to carry from 20 to 25 boys is used for longer outings. There is in addition, a large number of hikes and general outdoor activities.

Special Privileges. Frequent special, partial, privileges are granted to special groups. The Times Club, the News Tribune Club, the Y Tribune Swimming Club, pupils of the Parental Schools and other groups are accorded special privileges at different times. Through this procedure it is estimated that upwards of 2700 boys are served.

Comparable statistical reports as to fluctuations and trends in the membership, meetings, and attendance in the various activities of the Y. M. C. A. Boys' Department are not available for monthly or yearly periods. Some idea of their extent at one particular time may be secured from the following statement for 1925 and for the month of February, 1926:

TABLE X

Extent and nature of the Y. M. C. A. Boys' Work*

Extension service to boys, 1925, about -----	700
Participants in outing and camping program (July-August 1926, about) -----	325
Boys athletic teams (season 1925-6, (about) -----	100
Members of athletic teams 1925-6 (about) -----	600
(The following figures are for February, 1926)**	
Total Boys served at building thru Boys' Department -----	984
Total Boys gymnasium attendance -----	768
Total Boys Swimming attendance -----	2105
Different boys participating in Gym class -----	244
Boys visitor's passes -----	70
No. of hikes and trips -----	2
Attendance -----	20
No. of Socials or dinners -----	288
Attendance -----	1116

A uniform system of recording of activities should be adopted by this department of the Y. M. C. A. so that the progress from year to year, as well as comparison with the organization in other cities, and other organizations, in Tacoma would be possible. At the present time, it is not possible to appraise the boys' work of the "Y" by the standards outlined in the introduction for several reasons: (a) the extension work is of too recent origin to show any significant trends and (b) the records over the whole period are not comparable. While quantitative estimate

*Figures furnished by Raymond D. Wilder, Assistant Secretary.

**Figures from statement of C. E. Drake, Boys' Secretary, in monthly report.

is not possible, therefore, it may nevertheless be said that an extensive program of valuable work is carried on. The facilities and equipment of the Y building are a valuable community asset. As in the case of the Boy Scouts, the community standing of the local Y. M. C. A. Board is entirely satisfactory, but, as in the former organization, relations with other boys' agencies are not as cordial as they might be. This difficulty is very minor, however, and is in process of adjustment.

5. Girl Reserves.

The Girl Reserves is the younger branch of the Y. W. C. A. It is a national and international movement for girls between the ages of 12 and 18 years, whether in grade school, high school, business or industry.

The Girl Reserves of Tacoma have headquarters in the general office of the Y. W. C. A. at 401 Broadway. Two full time paid secretaries are in charge of the work, one for the grade school girls and one for the high school.

The average number of groups for 1925 was 25, with an average monthly registration of 1019 and an average monthly attendance of 2331. Most of those groups are located in the public schools. Each group has a leader of its own, either an upper class high school girl, college girl, a young teacher or young married woman. Each group holds weekly afternoon meetings.

The activities recognize four fundamental lines of activity, namely—health, knowledge, service, and spiritual development. Under each of these four kinds of activities, honors may be won. Much social service work for children's homes, hospitals, and community houses is carried on.

The Y. W. C. A. maintains a summer camp which is open to the Girl Reserves for five weeks in the summer for conferences. This camp is also available to the girls for week end parties and conferences throughout the year. It has accommodations for between 25 and 35 girls.

The work of the Girl Reserves is financed in part by the Community Chest. A small additional amount is raised thru membership dues; programs, candy and food sales, etc. As most of the groups are located in the Public Schools, the grounds and buildings of the schools are available for their activities. The Y. W. C. A. building is also used for special affairs, but its facilities are rather limited. A new building is being planned.

6. The Girl Scouts.

While in no way connected with the Boy Scout organization, the Girl Scouts aim to serve the same general purpose for girls from 10 to 18 as the former organization does for boys. A subsidiary organization of girls from 7 to 10 years of age known as Brownies is also maintained.

Among the social service activities of this organization, are assistance and entertainment to hospitals and charitable institutions. Definite assignments are also sought with the Public Library, the Red Cross, the Public Health Nursing Association, etc. Assistance in supervised play also is contemplated.

The Girl Scout Camp takes girls out into the open under favorable circumstances for development. The camp is self-supporting, and the fees have been kept down to seven dollars per week including transportation. Many girls earn their own way and sometimes deserving candidates are sent at the expense of their respective troops. For those who cannot enjoy camp life, provision is made for weekly picnics and swims. An annual Field Meet is also held in the Stadium each spring.

The local organization of Girl Scouts had during 1925, an average of forty-two registered troops. The actual number of troops carrying on regular activities and meetings, however, is about sixty. The average number registered was 910 in 1925. The organization maintained two full time paid leaders and 62 volunteer leaders. The organization is supported from the Community Chest.

7.—The Camp Fire Girls

The organization of Camp Fire Girls in Tacoma is a development of the last year. Formal organization for the city as a unit has not yet been effected, but some activities are carried out under the Seattle organization.

The movement began in Tacoma on request from the First Methodist Church to several former camp fire guardians for the establishment of a group. From this beginning, the organization has spread rapidly altho there has been no organized attempt to push organization.

At present there are seventeen Camp Fires with a membership of about 200 girls. With a single exception, none of these girls are affiliated with other girls' organizations in the city. It is the policy of the organization to discourage members of other organizations from joining the Camp Fire Girls on the theory that the average girl can do justice to only one organization. The organization so far has devoted itself mainly to districts where other girls' organizations are less developed. In fact, it is said that the Camp Fire girl organization in Tacoma up to the present has catered rather to the children of the laboring class and less to the prosperous classes. One Camp Fire has a negro member and an organization of Japanese girls is contemplated in the immediate future at the Methodist Japanese Mission.

As a rule the Camp Fire Girls have weekly meetings, with a larger ceremonial every two or three months at which honors are conferred. The activities of a particular Camp Fire are not definitely prescribed but may be selected from a large number of acceptable activities prescribed by the organization. In Tacoma up to the present, about 80% of the activity of this organization has consisted of community service such as gifts and entertainment to charitable institutions. The local organization has during the past year, also adopted one infant as part of the Near East Relief campaign. For these purposes about \$1000 has been raised during the past year. This money is earned by the girls in various ways, doughnut sales, bread baking and sales, rummage sales, etc. In addition to the above activities some of the money has been used for sending girls to the summer camps of the Seattle organization. Homecraft is much emphasized in the organization.

The Camp Fire Girls is a national organization of recognized standing whose activities have found widespread appeal and support in other communities. Seattle now has the largest organization in the United States, with an annual allowance from the Community Chest.

TABLE XI

Number, Age and Geographical Distribution of School
Children in Tacoma—1926

	Boys	1926 Girls	Total	Total	1925 Gain	Loss
Arlington -----	318	311	629	620	9	--
Brown's Point & Toddhaven -----	58	50	108	99	9	--
Bryant -----	591	643	1,234	1,397	--	*163
Central—North Half --	354	437	791	765	26	--
Central—South Half --	490	499	989	856	133	--
Central—Tide Flats ---	58	40	98	101	--	3
Dash Point -----	42	41	83	84	--	1
Edison -----	878	825	1,703	1,664	39	--
Fern Hill -----	566	547	1,113	1,095	18	--
Flett (Dist. No. 38) ---	--	--	--	47	--	**47
Franklin -----	734	717	1,451	1,413	38	--
Grant -----	623	667	1,290	1,178	112	--
Hawthorne -----	227	231	458	543	--	85
Irving -----	406	418	824	795	29	--
Jefferson -----	302	255	557	542	15	--
Lincoln -----	678	710	1,388	1,245	*143	--
Logan -----	--	--	--	1,011	--	*1,011
Longfellow -----	362	349	711	754	--	*43
Lowell -----	849	1,001	1,850	1,873	--	23
Lyon -----	280	301	581	541	40	--
Madison -----	164	139	303	273	30	--
Manitou -----	268	267	535	417	**118	--
Mann -----	713	687	1,400	1,382	18	--
McKinley -----	605	636	1,241	1,217	24	--
Northeast Tacoma ----	85	73	158	154	4	--
Oakland -----	255	271	526	504	22	--
Park Avenue -----	356	380	736	690	46	--
Point Defiance -----	224	206	430	435	--	5
Regents Park -----	68	76	144	122	22	--
Rogers -----	468	454	922	980	--	58
Roosevelt -----	207	197	404	404	--	--
Sheridan -----	420	381	801	793	8	--
Sherman -----	500	522	1,022	989	33	--
Stanley -----	420	482	902	--	*902	--
Washington -----	738	692	1,430	1,331	99	--
Whitman -----	925	973	1,898	1,774	124	--
Willard -----	400	490	890	908	--	--
	14,632	14,968	29,600	28,996	2,061	1,457
NET GAIN -----						604

Summary by Ages: Age 4—1,728; Age 5—1,888; Age 6—1,882; Age 7—1,934;
Age 8—1,746; Age 9—1,786; Age 10—1,861; Age 11—1,820; Age 12—1,848;
Age 13—1,836; Age 14—1,814; Age 15—1,749; Age 16—1,666; Age 17—1,707;
Age 18—1,616; Age 19—1,392; Age 20—1,327.

*Change of Boundaries for new Stanley District.

**District No. 38 included with Manitou.

8. Summary and Conclusions.

Table XII shows in a summary form the extent of activity of boys and girls organizations in Tacoma. Table XI shows that there are in the city, 12,236 children between the ages of 12 and 18 inclusive. Of these about 49% or 5,996 are boys and 51% or 6,240 are girls. This represents the number eligible to the organizations listed. Out of this total number eligible, only 3,779 or about 30% were registered as regular active members of boys' or girls' clubs. (27% of the eligible boys and 34% of the eligible girls.) Granting that these figures do not include some who belong to unregistered groups, as well as a large number who are reached irregularly thru the Y. M. C. A., it is still safe to say that only about one-third of the boys and girls of ages 12 to 18 belong to organized groups.

TABLE XII
Summary of Boys' and Girls' Clubs

	Av. No. of Groups	No. Reg.	Av. No. of monthly Attendance	No. of Volunteer Leaders	No. of Paid Staff	Av. No. of Monthly Parties, etc.
Boy Scouts -----	57	*1123	-----	85	2	--
Girl Scouts -----	42	910	1915	62	2	25
Camp Fire Girls -----	17	200	-----	17	-	--
Girl Reserves -----	25	1019	2331	**30	2	†94
Y. M. C. A. -----	39	527	-----	**39	***3	
(Church Groups Only)-----						
	180	3779				

If, as is generally admitted, these organizations are a healthy community influence, there would appear to be only one conclusion, namely: These organizations should extend their organization to include the bulk of those who are at present not enjoying the benefits of membership.

A higher degree of organization of the boys and girls of the community will necessarily result in some competition for membership and rivalry in activities. This sometimes gives rise to friction, and the feeling on the part of the community that this friction is due to undue overlapping in the work of the various organizations. While it is true that there is a high degree of similarity in the work of most of these organizations, the fact is that they differ sufficiently to appeal to different groups of parents and children. A certain amount of competition is inevitable. However, it is one of the professed purposes of these organizations to train individuals in the art of living peaceably together with others. Any organization of this type which shows itself unable to maintain cordial relations with other similar organizations, in the community, thereby holds itself up as a self-confessed failure in one of its most important aspects. That it is possible for all of these organizations to co-operate and associate harmoniously is demonstrated by the numerous cases where it occurs.

*Not including about 400 cubs.

**Estimated.

***This includes the whole staff of the Boys' Department of the Y. M. C. A. which also directs the building program and all activities of the boys' department.

†Meetings.

An essential condition to cooperation and cordial relations between organizations, however, is contact and opportunity to see each other's viewpoint. In a small community under simple conditions the ordinary working activities afford this contact. As organizations become larger, however, opportunity for this contact must frequently be provided thru formal organization. With at least five organizations doing club work in Tacoma, harmonious relations could perhaps be fostered by the establishment of a Boys' and Girls' Council to act as a clearing house for activities and programs which tend to interfere or cut across each other. If each organization retained absolutely autonomy, there could be no objection to such a council from any of the organizations. Occasional regular meetings of representatives of the different organizations should serve a valuable purpose in clearing up points of friction and in general fostering a common understanding and cordial relations in their common task.

Suggestions for Research

1. A study of the members of organized groups with reference to:
 - a. Nationality and parentage.
 - b. Occupations and economic classification of parents.
 - c. Attitudes of former members toward the organization and its work.
 - d. Reasons for dropping from organization.
2. A survey of the extra-religious activities of churches.
3. A study of the spare time activity of children in the city.

SECTION V.

GENERAL CONCLUSION

The specific findings and recommendations of the survey have been set forth at length in each section of the report, and have been summarized at the end of each section. There is, therefore, no need of repeating them here. Certain general considerations or conclusions from the survey as a whole, however, will not be out of place.

1. The greatest single factor, which recurs most frequently and which has been the subject of the severest indictment in this report, is the absence of skilled case work in connection with social agencies. The idea coming down thru the centuries that social work calls for no reward save the promise of Heaven, nor for any qualification save a kindly heart, is still remarkably prevalent. But, as we have seen, in the complexity of modern urban society, these tasks can be performed efficiently only by professional workers.

2. Closely connected—in fact, inseparably bound up with skilled administration is the keeping of adequate records, both in the form of the case histories and in the form of statistics. It is impossible for any business or activity to function efficiently on even a moderately large scale, unless it accumulates in usable form, its past experience, with its fluctuations. It is beyond the capacity of the human mind to retain and utilize any considerable number of details. We must rely on written records and statistics. In the second place, without statistics, an agency has no way of measuring its own progress or position, its efficiency or its achievement. Thirdly, without adequate statistics the community has no way of knowing what it is getting for its money, nor how much it should get, judged by the experience of other places. Why should a community, accustomed to seeing and measuring critically everything else it pays for, give its money to community work on the mere promise of some organization that the funds will be well used? Finally, the failure to make adequate investigations and to keep records of these investigations, often results in the defeat of the whole purpose of social work. Defective work in this respect aids parents in shirking their responsibilities; children are deprived of home life; homes are needlessly broken; and the general public is called upon to support children who are not really dependent. It is sometimes argued, especially by institutions which pride themselves as being purely “charitable” instead of scientific, that social service is of such intangible nature that it cannot be quantitatively recorded. This seeming impossibility is usually due to ignorance of modern methods of recording. In any case, the alleged intangible values are always so closely linked with tangible activities—the number of visits, the length of visits, etc.—that an adequate recording of the admittedly tangible aspects is all that is required.

3. The absence of adequate measuring of social service frequently causes a false economy to be practiced in community affairs. There is too much of a tendency to consider costs entirely without reference to what is received for the expenditure in the long run. What is the economic waste of a needless death; of frequent and protracted illness;

of a delinquent or criminal career? It has been estimated that it costs \$4000 to bring up an average child. From this point of view alone, what does a dozen needless death from diphtheria alone, or several score of delinquent careers cost this community? These are facts which must be considered when considerations of economy seem to forbid a constructive social program.

4. Finally, there is the need apparent everywhere for state supervision and inspection. The time has passed when the township or even the county or city is a suitable unit for child welfare programs. The problems of child welfare like the problems of public health, cut across these local boundaries. Some of these problems can be dealt with only by the larger units of state and even Federal action. The centralized supervision and guidance of the state is needed to coordinate the activities of the numerous agencies that have sprung up and to keep them from working at cross-purposes. Local agencies, to do effective work, must have the benefit of expert advice and direction. It should be one of the functions of a State Board or Department of Public Welfare, to furnish such leadership and advice. Finally, it is the duty of the state to see that its wards are adequately and humanely cared for. It can do so only thru a state organization which has the power and duty of laying down reasonable standards and helping or compelling local agencies to carry on their work according to these standards.

APPENDIX

1. Cases occurring recently in Pierce County which illustrate the need of skilled case work, and the amount and kind of work which it involves.

Case 1

In December, 1924, a member of the Medical Staff at the U. S. Veterans Hospital, American Lake, reported through the Red Cross unit stationed in the Hospital that a mental patient who had been allowed a degree of liberty had overstayed his leave and had reported in excuse that his wife had just experienced a serious operation at the County Hospital. A request was made for us to visit the wife and extend financial relief if necessary to her plan for leaving the hospital. Her husband was greatly disturbed on her account. It was also feared that if the marriage were recent it might not be legal as the man had a guardian who had probably not given consent.

A woman was located in the County Hospital not bearing the name of the man but she admitted that she knew him and later said that they had been married secretly in Seattle a few days previously. Relatives in Tacoma had paid her transportation from Union County, Oregon, at the time she had secured a divorce from her husband a few months previous to our contact. These relatives had recently turned her out of their home and she had no money and no place to go. She had been in the County less than six months and had had three periods of care in the local County Hospital. The hospital records verified this and indicated treatment for venereal disease. Her sub-normal mentality was very evident. She claimed residence here by reason of her recent marriage. She had one child in Tacoma and two children were with her former husband in Union County, Oregon.

Investigation revealed that the woman had been married twice before coming to Tacoma. She had had trouble with relatives here because of her misconduct. One child was with the local relatives. No verification of the marriage claimed to have taken place in Seattle could be found by consulting public records. Persuaded to talk with the doctors of the American Lake Hospital, her story was broken down and she admitted to them that no marriage had taken place. After questioning her the psychiatrists advised the worker that this woman should be in an institution for feeble minded. She was not eligible to such care in this state. Correspondence by letter and wire indicated that she was not divorced from the man in Union County, who was willing to provide for her there. Union County accepted its responsibility and authorized transportation for her to return there. Advised of the authorization for transportation and that nothing could be done for her here, her local relatives refusing to continue their hospitality and the local agencies declining to accept responsibility for a resident of Oregon for whom transportation was authorized, the woman returned voluntarily to her husband in Oregon with funds which she had concealed. We were later advised unofficially (Oregon local newspaper clipping) that her children had been separated from her by the court and she had presumably been committed to the Oregon State School for Feeble Minded.

One dollar was expended for meals at the time of trouble with local relatives, the use of a room having been contributed to the working agency by a local hotel. The only additional expense was the proportionate charge against overhead maintained for giving service.

The conclusion of this case locally was reached through activities as follows: 10 office consultations; 4 out-going letters; 2 in-coming letters; 2 out-going telegrams; 1 in-coming telegram; 17 visits; and 45 telephone calls. The interest of the local community was under consideration equally with the interest of the client.

Case 2

In October, 1925, a man about 45 years of age was brought to the office ragged, dirty and very ill. He had no place of legal residence and was without relatives and friends in Tacoma. Thinking that he needed a bed more than meals he had invested his last quarter in a place to sleep at a cheap hotel for the coming night. He did not know of any benefits to which he was eligible. His health condition indicated a prolonged period of dependency, which might be permanent.

Continued inquiry revealed that he had served in the Spanish American War though he had no papers to verify this claim. His rank and organization were learned with other identifying military history. After verifying by consultation with the Chief of Medical Staff, Cushman Hospital, that a wired confirmation from the Adjutant General, addressed to the Red Cross, of the information which we had would be sufficient authorization for the man's entry into Cushman Hospital, a telegram was sent to the Adjutant General, Washington, D. C., requesting such confirmation. An expenditure of \$1.00 for meals was made before a wire from Washington was received confirming the identification and the patient was accepted at Cushman Hospital. There was no other expense aside from overhead charged against service.

The problem has presumably been solved permanently as the patient will probably never leave the hospital. A pension has been secured for him which he spends mostly on gifts to the families of the patients in his ward who are not receiving compensation or pensions. He is most appreciative of his present comfort and is respected and loved by all with whom he comes in contact.

Service in getting this man into the Hospital involved 5 office consultations; 1 letter and 1 wire out-going; 1 letter and 1 wire in-coming; 5 telephone calls; 1 visit. The above indicated service which secured permanent and satisfactory disposition of the man in a Hospital, represents an approximate minimum of activities and maximum speed in bringing an important phase of any case to a conclusion and does not include the pension adjustment which was made at the hospital.

2. Cases illustrating the need of careful investigation of cases of juvenile delinquency and the mistakes which result from failure to make such investigation.

A boy sixteen years of age was sent to an institution for petit larceny. The probation officer from whom he was committed reported that he had had him on probation on two other occasions. A careful investigation by the parole officer of the institution brought out a fact which the probation officer had not discovered, viz; that while living in another city the lad had been arrested for robbery, had been placed on probation and had also been placed in a reformatory. This was not known to the court when he was placed on probation the last time. It is clear that the probation officer of the city from which he came should in the very first instance have found out his previous history, before he was placed on probation the first time.

A boy seventeen years old, convicted of unlawful entry, was committed to a reformatory. Accompanying the committal papers was the probation officer's report, which detailed his offense, his employment, his family history, and his previous court and institutional record. The report gave the supposed address of his parents; stated that the probation officer had visited this address and found no one in and that there was no previous court record found. Investigation at the institution showed that he had been committed under an assumed name, that his parents had been in search of him and did not know where he was, that he had had a previous juvenile court record and was on probation at the time of his last arrest. He had been traveling under an assumed name and the address given the probation officer was fictitious. Had the probation officer made a thorough investigation at first, the case might have been handled quite differently.*

*Helping "When Should Probation End, or The Misuse of Probation," 17th Annual Conference of Probation Officers, 1924.

3. Supplementary Tables on Mother's Pensions.

TABLE I.

Major Reasons for Granting Relief, 1925

Fathers dead	160
Mothers divorced	38
Mothers deserted	19
Fathers incapacitated at home	20
Fathers incapacitated at hospitals	2

TABLE II.

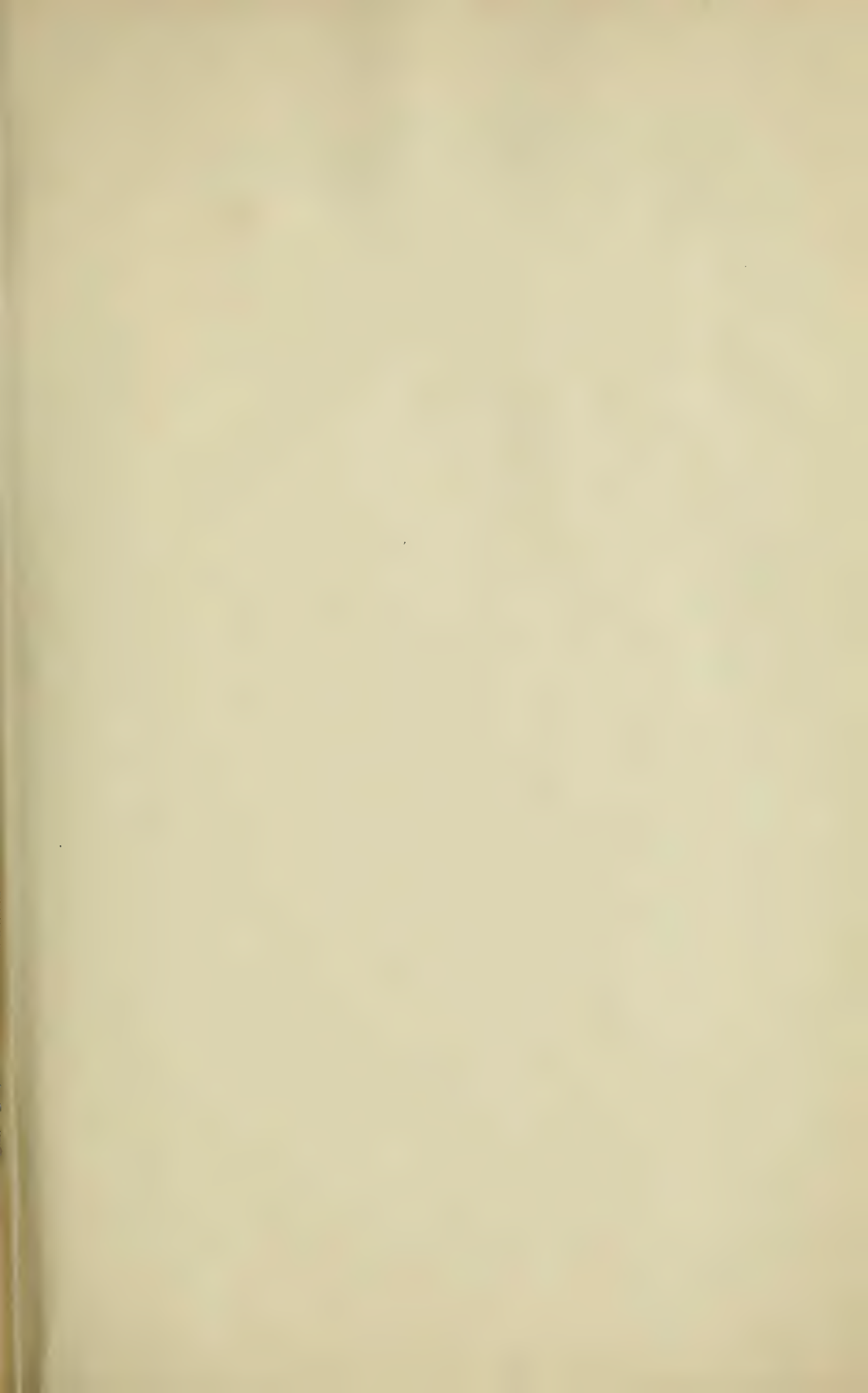
Nationality of Mothers

African	5	American	167
Austrian	7	Polish	2
Italian	3	Scandinavian	56
		German	5

TABLE III.

Distribution of Allowances

\$10	1
15	75
20	80
25	54
30	25
35	7
40	4



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